DECEMBER 1964

EMPLOYMENT SERVICE REVIEW

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EMPLOYMENT SERVICE REVIEW

DECEMBER 1964
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U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary
MANPOWER ADMINISTRATION
BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

What Is Employment Service Counseling?

LOUIS LEVINE

Director

U.S. Employment Service

The various facets of employment counseling are explored herein, with particular emphasis on the role of counselors in helping to raise the employability of people.

Employment Service counseling is changing, and must continue to change, to meet the challenges in our society. A future historian, looking back to the social scene of America in the mid-1960's might note the beginnings of at least two far-reaching developments. One would be a shift in the job structure of the economy, with scientific and automated processes accelerating the need for technicians, engineers, and various kinds of highly skilled specialists. The second would be the deliberately planned drive to eliminate poverty as a condition of people by enlarging their cultural horizons and equipping them through education and training to hold the more demanding jobs which the economy was creating.

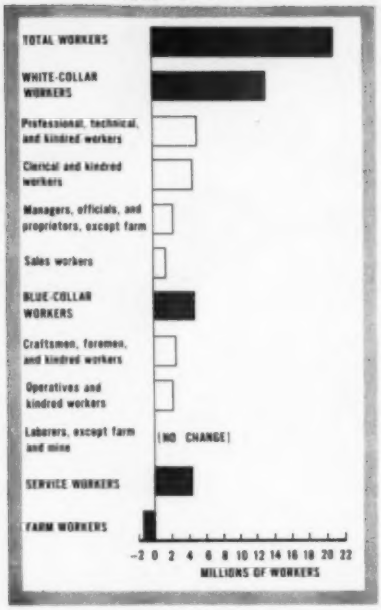
Will the historian record that these evolutionary changes led the Nation on to achieve a "great society"? This is the challenge. The history which will be written is now taking shape. The legislation which defines the goal is already in effect. In the year 1964, the Economic Opportunity Act states as findings and declaration of purpose: "The United States can achieve its full economic and social potential as a Nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is, therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity."

An essential step toward the great society might well be developing the full measure of *employability* of people. The method for making people employable rests on a process of educating, training, and motivating, which will develop those capacities hidden by a record of failure in work and school. Basic to this process are intensive and extended employment counseling, literacy upgrading, vocational training, and work-training experience. The Congress, in enacting the various legislative acts which set the machinery in motion to upgrade the disadvantaged in the Nation, clearly visualized the employment counselor as a key person in the upgrading process. The Committee report which accompanied H.R. 8720 (Amendments of Manpower Development and Training Act of 1962) states: "We recognize the prospects for success of the entire training effort can be affected critically by the quality of the counseling provided the unemployed workers."

In 1963, the Subcommittee on Employment and Manpower stated with reference to employment counseling: "The U.S. Employment Service should be supplied with sufficient additional funds to employ an adequate number of well-trained employment counselors who can concentrate on individual problems as a means of helping the individual resolve these employment problems, motivating him, and following through with him until he is in useful employment."

Finally, the Economic Opportunity Act of 1964 defines one of its purposes to be: ". . . to prepare for the responsibilities of citizenship and increase the *employability*

Changes in Employment by Occupation Group 1960 to 1975



(italics supplied) of young men and women." To accomplish its purposes, the act states that "the Director of the Office of Economic Opportunity may provide for testing, counseling, job development, and referral services to youth through public agencies or private nonprofit organizations."

What Is "Employability"?

The concept of "employability," as implied in this legislation and as it is finding expression from day to day in journalistic media and speeches and writings by public figures on the human condition, is much more than a pat phrase such as "able to do a job," "can do some kind of work," and even more than "can compete in the job market." Improving "employability" is seen to mean upgrading the person so that he is employable in line with his full potential, prepared by education and training to hold employment at a level in keeping with his talents and aspirations. The aim of a great society is seen as one in which people are aided to do something with themselves beyond taking any kind of job they can get or perhaps living on relief payments. In such a society, citizens have independence based on the fact that they are valued and needed in the economy. Their cultural horizons are widened and they are capable of building quality and meaning into their lives. Upgrading and employability, so conceived, mean that the person becomes "somebody." He achieves an occupational title and know-how (in job skills, job literacy, and job attitudes) which enable him to think of himself as a person of status in the mainstream of American society. He is no longer subsisting at the shifting mercy of transient, makeshift employment, a beggar at affluence's table. He is an individual who has earned a productive place in the economic and social life of the Nation.

For many of those called "culturally deprived," the process of achieving employability may involve a beginning almost from scratch. It may be an enormously difficult undertaking because of the major cultural behavioral changes which may be required of them to attain the habits and attitudes which the ordinary "advantaged" person takes for granted. They may need counsel in how to ask an employer for a job, how to talk to be understood, and how to dress properly. Guidance may be necessary to give them understanding of such things as safety regulations, respect for tools and equipment, and the importance of punctuality.

For the severely deprived, achieving "employability" may be an extended process in which major attitude change must be brought about, aspiration kindled, and motivation built up. Feelings of fatalism, suspiciousness, passivity, hostility, and uncontrolled tendencies toward aggression and violence may be encountered. These require of the counselor a professional knowledge of human behavior in order to make headway in resolving the conflicts which may be blocking the employability of the individual.

Employability, then, is conceived to be underpinned by job literacy, a job skill suited to the person's talents and interest, and the ability to adjust to the job. This awakening of spirit and aspiration and the imparting of literacy and job skills to the untutored and unread are a very large undertaking. But the transformation of people by discovery and nurture of their latent possibilities is as ancient as Pygmalion and as contemporary as "My Fair Lady." For the rewards of such an endeavor to the society and its citizenry, hardly any price is too high. In purely material terms, however, it would mean a large increase in output and great savings to the people as a whole. At present, annual relief payments by Federal and local governments to the unemployable in the economy run to well over $5 billion.

Counseling Toward "Employability"

Historically, Employment Service counseling has been for the most part geared to immediate placement. It has been definitely alined with what has become known as the "trait-and-factor" approach to matching workers and jobs. This approach to job choice has played a valuable role in many ways. Research in this area has led to the development of aptitude tests and the combining of worker traits with vocational criteria. Significant traits are isolated and measured from the standpoint of their relationship to vocational success. With its stress on measurement, trait-and-factor assessment must of necessity aim at simplification of human behavior so that it is amenable to concrete, measurable values. With its emphasis on prediction from measurements secured on a person at a given time, it does not really take into account the modifying effects which might be possible if, for instance, the poor environment of a person were changed for a more favorable one. Nor does the approach take sufficient account of the phenomena of growth and change.

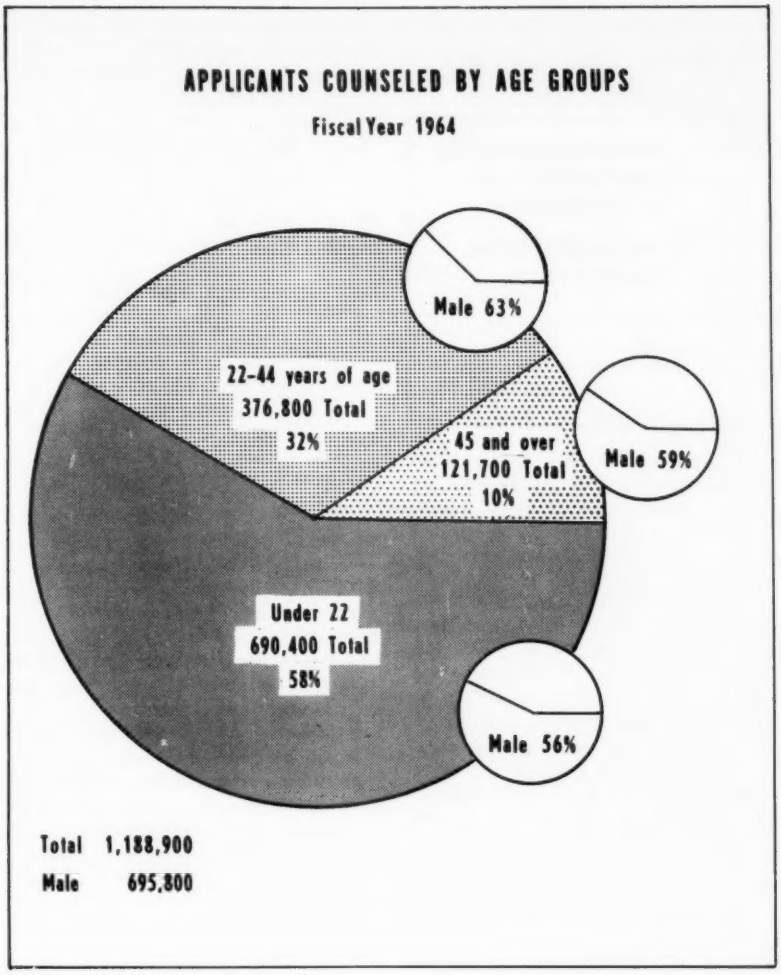
In recent years, the total adequacy of the trait-and-factor approach in counseling has been severely questioned. In addition to the points above, its most serious challenge has been the steadily growing assumption in counseling that it is impossible to

lift a single area of an individual's life (such as his employment problem) and deal with it apart from any consideration of the other areas in his life. Dr. Arthur A. Hitchcock, Executive director of the American Personnel and Guidance Association, in testimony before the Select Subcommittee of the House of Representatives' Committee on Labor and Education, stated: "The idea of measuring a person and then fitting him into the stated requirements of a job is archaic and no longer workable." Such criticisms are of increasing relevancy because of the challenge of the type of counseling which is being required to help the disadvantaged to "employability."

The entire upgrading program rests on a conviction that these people are capable of change and growth, and that this capacity can be discovered and motivated by sound and dedicated counseling, combined with training and work-training experience. With the disadvantaged, useful employment counseling is not possible without taking into account other phases of the life of the individual and helping him to make a harmonious adjustment to his total situation. To complete the job of employment counseling, it is essential to integrate the counselee's other needs with his employment needs. He must be helped to clear up any adjustment barriers which may prevent him from applying to the solution of his problems the self-knowledge and insights gained in the counseling interviews.

The process of building a state of mind conducive to resolving conflicts that block a person's employability is less obvious to the observer than the process of measuring aptitudes and traits, or relating these aptitudes and traits to a job or field of work. The former requires infinitely more demanding interviewing skills, a broader comprehension of the counseling role, and sophisticated preparation. It is not a job for the dilettante or the amateur.

With the mandate of recent legislation as the spur, the time has come when the Employment Service counselor must be a counselor of true professional status, capable of performing a professional job of counseling in the full sense of the word.

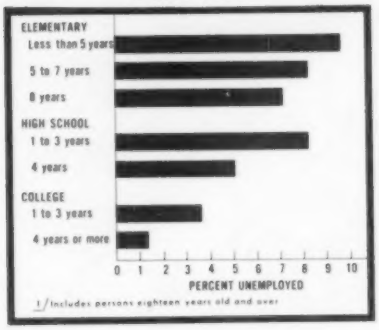


What Is Professional Counseling?

The term "counseling" has come to be used in so many contexts that the profession of counseling has seemed at times almost in danger of being thrown out of its own house. This becomes a problem in relation to the general public, and it can become an administrative problem as well when management itself has misconceptions as to what the essential functions and purpose of professional counseling are, and consequently what the role of the counselor should be.

"Counsel" is an innocent and common dictionary word, used in many languages and honored in all kinds of literature. The Biblical king had counselors whose advice he might refuse and whose heads he might sever. This indicates that anciently the concept of counseling was that of a process which helped someone else to make up his own mind. The word *counsel* has evolved several meanings, all of which are in wide usage. The most commonly given synonym is *advice*. One of the widespread usages of the word *counselor* in a professional sense is "one who gives professional or technical advice, as a doctor, lawyer, engineer, accountant,

Unemployment Rates,1/ by Years of School Completed March 1962



consulting industrial psychologist, or home economist."

There are other kinds of professional counseling, based primarily upon a professional understanding of the individual, such as the social worker who counsels to improve antisocial behavior in a client, the probation officer who counsels the parolee to help him from reverting to juvenile delinquency, or the public health counselor who counsels lay people in health problems. These types of counseling involve the giving of advice, based on superior knowledge. They are directive in that the advice may be given with the force of authority or at least with the explicit expectation that the advice will be followed.

However, counseling as it is performed in the Employment Service is part of the *profession of counseling*. It has been said that a whole social philosophy is involved in one's concept of counseling and that the type of counseling involved in the *profession of counseling* could hardly have evolved in any but a democratic nation. As in other helping professions, the profession of counseling is based on organized standards of competence and ethics. It involves a process of "grasping together" in which a counselor and his client mutually seek to discover the client's potentialities and make plans for their development.

Such counseling is based on an ethic of aiding the individual to discover how to go about making informed decisions of his own free choice, as a free man or woman in a free society. It is a discipline based upon a professional understanding of the individual, and the main tool in the counseling is the counseling relationship between counselor and counselee. This counseling ethic is shared by vocational and related counselors, counseling psychologists, pastoral counselors, and some others. This particular type of counseling viewed as the practice of a skill in meeting human needs, is uniquely one which never transcends a role of helping another to independence and self-reliance in understanding and solving his own problems.

What Is Employment Counseling?

Even as confusion arises in regard to what is meant by professional counseling, employment counseling is often misunderstood, particularly as a service available in public employment offices.

Employment counseling as conceived of today is one of a few closely allied counseling professions, the others being educational counseling, vocational counseling, and vocational rehabilitation counseling. These all had their origins in the vocational guidance movement, usually viewed as having been launched in 1906 by Frank Parsons with the book CHOOSING A VOCATION.

Employment counseling, as the name implies, is closely associated with employment and the employability of people. In the public Employment Service, it is geared to assisting the individual to plan for employment, to secure employment, and to adjust to the employment situation. The employment counselor shares with all vocational counselors a concern for the person. He makes the need of the individual the basic reference point rather than the needs of an employer, the job market, or even the broad needs of society.

Because of the setting of his job in a public employment office, the employment counselor can command a large amount of job knowledge on a personal and current basis. His continuing close contact with workers in all kinds of occupations and with all kinds of employment problems enables him to develop expert knowledge in the area of job adjustment and employability. As a competency, employment counseling is distinguished by its development of a large body of specialized knowledge about occupations and the world of work, and various appraisal techniques which are related to occupational criteria.

In the early years of the Employment Service, its counselors generally relied on Parson's "matching-man-and-job" concept of vocational counseling. This involved a counselor aiding a *junior* to: (1) Understand self, abilities, and limitations; (2) understand requirements of occupations; and (3) through true reasoning, relate the two, make a conclusion, and arrive at a decision. The "trait-and-factor" approach in counseling largely evolved from Parson's "matching-man-and-job" concept.

Since the days of Parsons, great streams of counseling experience and scientific study have flowed into the mainstream of professional vocational counseling. Counseling experiences in schools, with veterans, in the Employment Service, and in the mental health movement have combined to modify and broaden the theoretical base of professional vocational counseling. Counselors have encountered personal, social, and emotional problems besetting their clients. The application of "pure reasoning" alone was an inadequate approach. The clients often had to be helped to achieve the frame of mind which would enable them to adjust to taking training, getting a job, and progressing in it.

So employment counseling, along with all vocational counseling, evolved from a discipline in which the chief tool was information plus "pure reasoning" to one which equally considered feelings, attitudes, and aspirations. With this view of counseling, motivation and self-perception carry equal weight with aptitudes and other "traits."

Charts from "1964 Manpower Report of the President"

This approach to employment counseling stresses a *trained* ability on the part of a counselor to achieve a measure of identification with a counselee and his problem. Such counseling involves the counselor personally in the process, because the most important tool is not the techniques and tests which the counselor employs to appraise the individual. It is rather the fact that the counselor becomes a sharer of the counselee's world, tries to see it through his eyes, communicate with him in terms of his language and capacities for understanding, perceive and appreciate his feelings about his problems, and help him to cope with tensions and conflicts which may be blocking his self-development and employability.

To meet the problem of providing a current concept of what employment counseling is, a work committee of ES national, State, and regional counseling personnel met in December of 1963 to study the role and functions of Employment Service counselors. Their recommendations were accepted by the United States Employment Service and a statement of the current concept of counselor role and function was made available to the States in 1964.

In this new statement on employment counseling, the Employment Service projects a view of man that sees him as leading a purposeful life and having within him the capacity to grow, to change, and to make intelligent decisions—a being for whom work represents a meaningful expression of his self-concept and values. The employment counseling process involves the counselee in learning and self-awareness which, in turn, can lead to self-motivation and self-direction. The counseling involves aiding the counselee to know himself in relation to the world of work; it may also involve him in a growth experience which leads him to the capacity to resolve conflicts which hinder his employability.

Although the Employment Service counselor must see his role as greatly expanded psychologically from a generation ago, he must also recognize the limits of his competency and be able to judge when a problem can better be handled by a professional in another agency. One of the most critical judgments the employment counselor has to make is when he can best serve the person, or when referral should be made to another specialist. Employment counseling does include situations when the counselee has inner conflicts which are blocking his effective judgment in preparing for, getting, or holding a job. However, if there are personality disorders so severe that therapy is indicated, the counselor should recognize this and refer the counselee to a psychotherapist. If the counselee is physically or mentally disabled, the employment counselor should refer him to the rehabilitation counselor whose competency is keyed toward the problems of the disabled. The employment counselor must know when to refer a veteran to a clinical psychologist at a veterans' hospital, a financially distressed person to a social welfare worker, or a person with a domestic crisis to a family service worker. He should know intimately the work of the school counselor, because of the constant close working relationships which are frequent between the school counselor and the employment counselor.

What Kind of Person Should the Employment Counselor Be?

The concept of counseling for employability requires that the employment counselor possess certain characteristics. He should have the particular personality makeup which enables him to move into the counselee's world, and share his idiom of thought and speech to the end that person-to-p e r s o n communication takes place. Any counselor should have respect for and a sense of the worth of the individual. All men should count with him.

The employment counselor should respect all kinds of work. He must value all work as honorable and have equal acceptance, for instance, of blue collar work and workers and white collar work and workers.

He needs the gift of making all kinds of people comfortable in his presence, so that they can talk freely to him. He must be able to listen and forget self as he absorbs himself in the concerns of others. Unlike many professionals, he does not see his counselees as lay people to whom he must communicate in "layman's language." He is perhaps nearer the actor in *feeling* his role in relation to other people and speaking their language with a sense that it is his own.

The employment counselor must also be able to deal with a variety of professional colleagues. He must be able to deal with these specialists as

a specialist in his own right, with enough general knowledge of their fields to negotiate intelligently with them. He should possess a knowledgeability of his own field and such serene conviction of the worth of his work and its value to society that he commands a respect for Employment Service counseling which it deserves among other professions.

The Employment Service counselor is a specialist, but, like other counselors, he is a specialist in man as a unity. The counselor's job is to see man whole.

What Standards of Preparation Should He Meet?

It follows that the employment counselor should have a broad general education combined with an alertness to the world. He needs an almost inexhaustible awareness of the times and the mores so that he is quickly cued by leads in a counselee's conversation as to the counselee's values and interests and can talk about these intelligently with him.

A counselor's basic science preparation should perhaps be no less comprehensive than James B. Conant's recommendation for American teachers, which includes at least one undergraduate course each in psychology, sociology, anthropology, economics, political science, biology, and more than one physical science. As he deals with the unique human being, not just people in terms of what they have in common with groups of people, the counselor cannot depend on science alone to provide the breadth of understanding required to do his job, but must also draw upon the humanities.

The American Personnel and Guidance Association has recommended that a counselor education program should assure that each counselor candidate has a background (undergraduate or graduate) in the humanities and in the social, behavioral, and biological sciences that helps him to understand the behavior and adjustments of individuals and the nature of the environment and its impact upon the individual.

The specialized education of the employment counselor should equip him with an understanding of the psychological principles which underlie the counseling relationship, an awareness of the assumptions and hypotheses upon which the competency of counseling is based, and the ability to comprehend and make use of the findings of guidance research. His psychological preparation should give him an understanding of himself and the ways in which his personal values, feelings, and needs affect his work. The employment counselor's academic preparation centers around four main areas: Theory and Practice of Guidance and Counseling; Analysis of the Individual, which includes the psychology of individual differences and related statistics; Personality Development, which includes personality theory, mental hygiene, and developmental psychology; Occupational and Industrial Information, which includes occupational choice theory, and occupational and industrial information from the standpoint of both psychology and sociology.

Increasing recognition of the importance of counseling as a tool for raising the employability of people, and, indirectly, as an instrument in combating many social problems, such as poverty, cultural deprivation, welfare dependency, and juvenile delinquency, is pointing up the importance of sociology and anthropology in the counselor's training. Such knowledge can help him develop empathy with different cultures and classes of people, especially the disadvantaged and special ethnic groups.

The employment counselor must have personal knowledge of the world of work and know its structure intimately in terms of fields of work, together with the required qualifications, opportunities offered, rewards and disadvantages of the work and its values in the society, and style of living of the workers. He must have detailed knowledge of the workings of the job market and have the capacity to keep track of great stores of highly perishable job market information, not only in relation to an immediate locality, but frequently of a city, a State, and perhaps of the Nation, as the work force increases in mobility.

One of the most urgent problems in connection with Employment Service counseling is the need to have universities throughout the Nation develop training programs for Employment Service counselors, with curricula based upon the particular competency requirements of Employment Service counseling. Such training programs have already been developed in a few universities. The U.S. Employment Service is asking the State agencies to encourage the development of similar programs. The more rapidly State Employment Services and universities in all parts of the country cooperate in such curriculum planning, the more quickly the public Employment Service will be provided, both qualitatively and quantitatively, with counselors to meet their rapidly increasing needs.

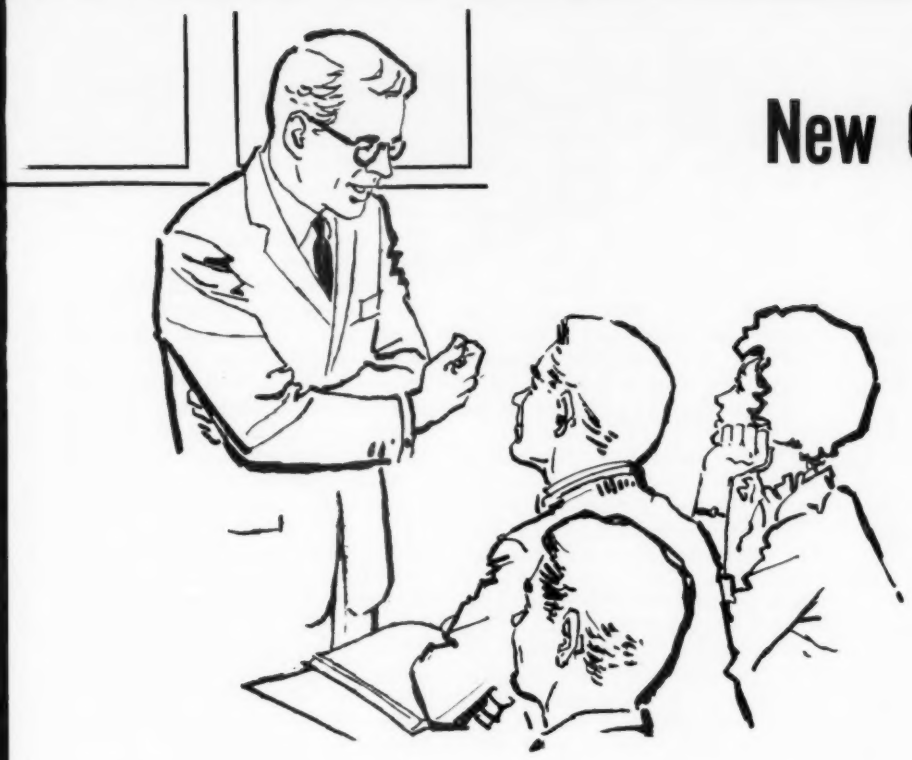
During the past summer, a speeded up training program (Project CAUSE) for nearly 2,000 counselor aides was undertaken in various universities throughout the country to develop a supply of trained personnel for State agencies. This is an initial step in the professional preparation of personnel to work with the educationally and culturally disadvantaged.

Other gains have been made in the direction of higher quality counseling and raised professional standards for Employment Service counselors. Since July 1963, 44 States have raised counselor salaries to attract and retain qualified personnel. The goal of a counseling program in the Employment Services staffed with qualified professional counselors is finally in the foreseeable future.

In Memoriam

The many friends of Mrs. Alice K. Walsh will be saddened to learn of her passing on November 19, 1964. Mrs. Walsh's dedicated career in employment security began in 1937 with the Rhode Island agency. After serving as chief of the Standards and Planning Division from 1948, she became director of the Rhode Island State Employment Service in 1959, the position she held at the time of her death.

Her reputation for excellence in whatever she undertook in the field of employment security, and her generous, friendly spirit were known and greatly admired far beyond the borders of her native State.



New Concepts in Counseling

ARTHUR A. HITCHCOCK

As counseling assumes greater importance in today's society, new action programs bring heavier responsibilities to counselors and present them with their greatest challenge.

We are not witness to, but rather a part of, a tremendous change that is taking place in today's society. For counseling—and the counselor—have suddenly emerged at the center of the thrusts the new society is making into its urban problems that proscribe human growth. Changes are being created by new action programs aimed to develop human life and eliminate those conditions within our society which deter or obstruct individual progress. These programs are designed to provide the means to enable people to cope with and lead into a new kind of world, a world which recognizes and perpetuates the individual, a world that is both threatening in its complexities and promising in its potentials.

The new programs present counseling and counselors with their greatest challenge. More and more people—older as well as younger—will be turning to counseling with the hope that they may find their potentials and develop their lives. Society, through new programs, is declaring that counseling must be opened to those who need help in their reaches into education, into careers, into improved lives. Counseling is no longer a twilight concern; it is in the daylight of reality. Counselors are vital to this new day.

Virtually every program for personal improvement has counseling in its core of action. The position of counseling can be seen in the developing Youth Opportunity Centers, in all parts of the Economic Opportunity Act, the Manpower Development and Training Act, the Vocational Education Act, the Mental Retardation Facilities Act, and many parts of the juvenile delinquency program. A stronger base for these programs of the new society is being created by the recent extension of the National Defense Education Act, which broadens the program to include support for counselors in elementary schools and junior colleges and technical institutes as well as secondary schools. At the same time, it provides support for the education of counselors for all of these levels. Similarly significant is the increasing attention given to counseling in the Employment Services of the various States.

The demand for counselors is extremely heavy. Various estimates have been presented, and whether they are exactly right is difficult to determine. It is apparent that at least twice as many counselors are needed as are available. This deficit poses a problem for which there is no complete solution. But there are some responses to the problem.

First is quality. Any counselor who works with persons from a relatively unobstructed background has a difficult job that enlists counseling skills and attitudes of the best quality. A counselor confronting persons from an environment that stultifies human development must possess an even higher order of skills and attitudes.

Dr. Arthur A. Hitchcock is Executive Director, American Personnel and Guidance Association.

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Counseling is complex. It is not only a matter of matching talents and job requirements. Counseling is on a much broader scale. It is the helping relationship of enabling people to see themselves in the light of their worlds. This is no easy task. But once this concept of quality counseling is adopted, other parts fall in place. Thus, a person can understand himself in relation to further training and a job if he first has been able to grasp some notion of himself. How does he want to, and how can he find his own importance?

Quality counseling requires a truly humanitarian person who has rich resources for aiding individual growth and a fund of applicable knowledge and information. He knows people, environments, work and education, and major social, psychological, and economic trends and directions.

Second is education. Counselors, obviously, must be well prepared for such a complex role. The American Personnel and Guidance Association has called for a 2-year program of graduate counselor education. Many universities are now heading toward this. Many persons who now are counseling or want to enter counseling are eager for opportunities to advance their professional education. Such opportunities must be provided. In addition, self-renewal—to borrow a term of excellence from John Gardner—must be built into the program of education. The continuingly effective counselor must have opportunities to refresh himself in the areas necessary for his work. Such opportunities should be available from time to time. The counselor himself needs to pursue his own program of self-renewal through reading, participation in professional activities, and through a breadth of cultural and of real-life experiences. By the latter is meant regular visits to industries, homes, and community centers and activities. In short, the well prepared and self-renewing counselor must be alert to, and very much alive in, the world in which he functions.

Third is innovation. Counseling needs of society are going to be met basically by well prepared counselors. But such counselors can do more than function exclusively in a face-to-face relationship. There are other ways. Group practices offer great promise. More use should be made of new audiovisual media. In various settings, as appropriate, definite programing should be planned to effect results with groups of youth. The counselor should make use of other people, especially other youth, to influence counselees favorably.

We must be unafraid to innovate. The advent of the counselor aide is significant. Such help can relieve the overworked professional counselor so that he can devote himself to that part of the work for which he is better qualified than anyone else.

Another innovation would be the counselor's assistant, a secretary trained at about the junior college level with a little knowledge of guidance that would make her very effective in understanding and being helpful in the work of the counselor. This suggestion was put forth several years ago by Miss Elizabeth Morrow, counselor, McKinley High School, Washington, D.C.

Finally, the challenge of our society has emerged from pressures both internal and international. It is now within our power to attack poverty at its very roots. Never before in our history have we attempted such dynamic and spectacular programs to eliminate a condition which has held a death grip on individuals within our society. Now it is possible to see on the horizon the release of talent which, when developed, can breathe new life, new purpose, and new determination into the mainstream of our everyday life. It is the counselor who is being challenged to action. It is the counselor who must develop new and imaginative avenues to guide the individuals in our society to their best development.

Counselors already have demonstrated what they can do as they move into a world of reality. In the summer of 1963 under the impetus of President Kennedy's Emergency Fund, counselors returned to schools to reach the dropouts and likely dropouts. They did. They literally moved out of their offices into homes, onto street corners. They proved that counselors can walk in the broad daylight of a new society. They helped bring these boys and girls back into the schools and they joined in creating new learning experiences for them. And, the students remained in very large numbers. Now, with new programs for training people, the opportunities for the counselor are even greater. The counselor can move into this world of reality with confidence.

At no time have the needs of our society been greater; the challenge louder; the responsibilities more complex. We must put tremendous faith in the future. We are engaged in a move that has no equal in its significance. The stakes are high. Counseling — and counselors — must not fail society.

Employment Service Review

Counseling is a helping relationship

G ∧ Month

DEL HANAN

The school cooperative program in Los Angeles was an outgrowth of a realization on the part of both school and Employment Service offices that an overwhelming number of youth were graduating from high school lacking both a sufficient knowledge of an increasingly complex job market and a realistic understanding of their own capacities in relation to that market. The Employment Service undertook to counsel and test as many noncollege-bound seniors as possible on school premises in order to assist each young person to gain knowledge of his particular vocational potential and to obtain needed occupational information.

This cooperation between the schools and the Employment Service was not easily achieved. The largest school district in the metropolitan area, the Los Angeles Unified School District with 45 high schools, many of which included large numbers of disadvantaged youth, initially felt that Employment Service counseling had little to offer that school counselors could not provide. However, in April of 1962, as an outgrowth of the Washington Conference, the Employment Service area manager and the superintendent of schools arranged that in the next school year, the Employment Service would provide counseling, testing, and placement services, on an experimental basis, to eight of the Los Angeles city high schools selected for greatest need.

A written agreement outlining the roles of the schools and the Employment Service was drawn up and approved. One part of the written agreement, which has proved to be of great value, has been an ongoing and formal annual evaluation of the program by school and Employment Service officials.

A comment by the assistant superintendent in the last annual meeting now best sums up the current feeling: "I just hope that your opinion of our counselors is as favorable as ours is of yours." The cooperative program with Los Angeles city schools now includes 20 high schools, and the District has requested Employment Service assistance in the remaining 25 high schools. At present, in the greater metropolitan area, 118 schools and 20,000 seniors are involved in the school program. This acceptance is recognition of the success of our efforts to provide a quality counseling program.

Our next step was to increase the effectiveness of our placement service to the high school graduates. This called for a mobilization of community resources and a dramatic appeal to employers. The endeavor in Los Angeles has been G (Graduate) Day. What better way to expose employers to the full impact of graduates who had been counseled and tested than through face-to-face interviews on specific days set aside for youth in the local office? Briefly, the idea was to have every local office in the area serving youth (17) remain open on selected Saturdays during the month of May. On these Saturdays, high school seniors seeking permanent jobs were brought together with employers interested in hiring June graduates.

There were numerous advantages to such a program. It would allow employers the opportunity to fill their job vacancies with high school seniors who had been given initial preparation through counseling and testing. Further, through Employment Service screening, an employer could interview young people who matched his requirements. These students had definite ideas about job fields for which they had the potential and in which they were most interested. Additionally, the seniors could be interviewed by several employers in one day, thereby expanding their knowledge of employer requirements and establishments. As one young applicant stated, "I had no idea that there were so many employers who were in

A local high school student acts as official host for the Los Angeles Youth and Student Office.

Del Hanan is Youth Coordinator, Los Angeles Metropolitan Area, California State Employment Service.

Employer Reactions

"From my viewpoint, I considered this a worthwhile experiment. The young graduate becomes acquainted with the many vocations and job opportunities available. A vast labor supply is made available to the employer with little effort on his part. I believe the young graduate gains confidence and benefits from the experience in seeking employment. The employer may give the applicants a few pointers to keep in mind when applying for a job."

"I have participated in the interviewing of prospective employees during the four Saturdays in May. I was impressed by the cooperation and helpful attitude of your staff. I was also impressed with the enthusiasm, interest, and high types of graduates who attended this program. The very fact that these June graduates had the initiative to devote a Saturday and to arrange transportation would be one of the factors in their favor."

"I thought this program was tremendous! I was rather skeptical when I came into the office this morning, and my mind kept wandering to the golf course I had given up. This immediately left my mind when I started to interview the students. I was tremendously impressed by the qualifications these students had, and how well they conducted themselves at the interviews—very ladylike and self-assured. These students were really on the ball! Had we used any other means of getting so large a group of applicants, it would have been very costly to my firm and we never could have been assured of so well qualified a group."

"This program was a splendid idea. All the students I met were earnest and anxious for employment. I stated the specific job requirements to the California State Employment interviewer, and all the students that were sent to me had the exact qualifications that I requested. It was amazing that all the students I interviewed knew what lines they wanted to pursue. I am happy to say that all openings of the type that high school graduates can work into were taken care of during the program."

Employers are interviewing seniors in the local office.

my field of interest." These students could then use the information gained about themselves and about occupations in the school counseling program.

Sixteen of the local offices were open on two Saturdays in May; the Los Angeles Youth and Student Office was open on four Saturdays. An all-out effort was made to publicize this G-Day program through newspaper articles, spot radio announcements, and television coverage. Mayor's proclamations from the city of Los Angeles and surrounding cities were made concerning G-Day. A promotional letter and "fact sheet" were sent to all employers who could legally employ youth. Followup visits were made by local office employer relations representatives. Job orders were solicited from employers who would be unable to appear in person.

The schools cooperated by informing individual students of this event and aided in preparing students for employer interviews. Letters explaining the program were sent to all school superintendents. The schools included this information in school bulletins, and school and Employment Service counselors discussed the program in senior problem classes. Art classes made up exhibits depicting the properly dressed applicant, compared with the youth who was unsuitably dressed.

Service groups, PTA's, and local coordinating councils were contacted to enlist their support in publicizing and increasing participation in G–Day.

What did this massive investment of time and energy lead to? Over 4,500 seniors responded on the selected Saturdays. The 475 employer representatives who participated represented firms in banking, insurance, retail sales, manufacturing, utilities, oil companies, chain grocery stores, hospitals, savings and loan associations, mills, aircraft, space, and apparel industries; Government, schools, and State apprenticeship were also represented. Job orders obtained included a full range of occupations, such as: Engineering aide, management trainee, laboratory technician trainee, secretary, junior book-

keeper, hospital clerk, woodworker trainee, and assembler trainee.

Employers requested that the program be continued next year. Many employers came as a public service—and remained to make hiring commitments to seniors they interviewed. The students who participated felt that the experience of being interviewed by many different employers was invaluable. For many, this was their first job interview.

Two main points stand out in this program. Employers were impressed by the qualifications of the seniors. This happened because employers had an opportunity to make first-hand observations of their appearance and responses. The attitude of local office staff and employers in treating the seniors as adults certainly brought a similar response from the seniors.

Placement Prospects Look Good

The employers' change of attitude is a key to future placement of graduates. The counseling and testing program therefore becomes more valuable to participating seniors. As an indicator, from April through July, placements of applicants under 22 years of age in the Los Angeles metropolitan area increased from 28,493 in 1963 to 30,271 in 1964.

A specific example: A large auto manufacturer who participated in G–Day gave a local office an order for 150 entry workers in various occupations. Previous to G-Day, this employer had depended upon "gate hiring," but he was so impressed with the local office staff and applicants during G-Month that the order was given to the local office.

It has been made clear by the results of the G-Day program that the job of assisting the high school senior to establish a valid vocational goal is not finished with the completion of counseling and testing at the school.

In Los Angeles, G-Day will be continued as a needed extension of Employment Service assistance to high school graduates. The next step is careful evaluation and followup for a quality program in all respects.

MDTA Clears Way to College

Mrs. George Till (right), chairman of the Mercy Hospital Auxiliary in Davenport, Iowa, explains the organization's activities to Wuanita Webb who was chosen for the first full tuition nursing scholarship granted by the Auxiliary.

Like many other young people, Wuanita Webb started her college education this fall. An alert and ambitious young lady with personality, charm, and poise, she is on her way toward atttaining her lifelong goal of becoming a nurse. Unlike many other college freshmen, Wuanita's arrival on campus might never have happened without the Manpower Development and Training Act.

Graduating from high school in Detroit, Mich., in 1961, Wuanita put her nursing ambition aside because she lacked the finances to continue her education. After working for a year as a nurse aide in a convalescent home, she realized that this job and her earnings of 75 cents an hour were not getting her any closer to a college education. Then she received a letter from a cousin in Davenport, Iowa. The letter contained a clipping from the Davenport newspaper announcing a training program for licensed practical nurses under MDTA.

Miss Webb came to Davenport, applied for the course, and passed the qualifying tests. She and her cousin were enrolled in training in February 1963.

Throughout her training, Wuanita received high praise from her instructors for her attitude and performance. Following her graduation in February 1964, she passed the State Board examination and became the first licensed practical nurse to be employed by the Davenport Visiting Nurse Association. Followup by the Davenport local ES office again brought high praise for her performance from her employer. Her employer was so pleased with her performance that a second licensed practical nurse was hired. Now, 7 months later, Wuanita Webb has been chosen as the recipient of the Mercy Hospital Auxiliary's full tuition nursing scholarship awarded for the first time to a basic collegiate student in the new Marycrest College program.

Wuanita Webb is on her way to her nursing goal. To help defray personal expenses while she is in school, she will use her MDTA-acquired skills as an LPN at Mercy Hospital two nights a week. When she graduates from Marycrest, she will be a registered nurse with a bachelor of science degree.

Holland Committee Hearings

The following are excerpts from testimony related to counseling presented before the Holland Committee.

C. GILBERT WRENN

Arizona State University
Tempe, Ariz.

Because occupations are changing, employment counseling must be of a much higher order than the ability to fit previous experience to a new job in the same field or to find aptitudes for a different kind of a job. Work is less satisfying and the motivation to work because it is "good to work" has lessened. Many workers are shocked at the contraction in numbers employed in a well liked vocational field. They do not want to change—but they must. Counselors must take into account the possibility that for some men the most satisfaction in living will come from work (achievement) *outside of the job,* not on it. The counselor must help such a man to see these non-employed avenues of activity as well as employed work. Some men and young men in dead-end jobs should see a counselor for this kind of help before they quit an unrewarding job and become an unemployment liability.

The person I feel even sorrier for than the job and vocationally uncertain high school student is the bewildered adult who is displaced from a relatively longstanding job. In seeking for a new job, he may have to prepare for a new vocation and a new life. If he returns to school for vocational training, he is likely to feel lonely and out of place. He needs a friend who understands both school and jobs. Unless he does the training may not "take." The Employment Service counselor could be the friend if he is encouraged and permitted by law to serve as a counselor throughout the entire process. *If* counseling is seen as a major function in a long range employment and retraining task—*if* counselors are seen as professionals to be qualified educationally and paid appropriately—*if* the need is recognized for a continuity of counseling relationships through retraining and placement—*then* the average member of the American labor force will have a better chance in life because of such farseeing and courageous legislation.

DR. MAX F. BAER

National Director
B'nai B'rith Youth Organization

Idleness is a curse on any person and any society. It is particularly so for young people in the formative years of their lives. In the statistic which we have cited, we have all of the ingredients of instant poverty and instant crime. We can man the ramparts of our national defense with the most formidable weapons ever devised by science; but the security of our outer defenses will be of little avail if our inner security is jeopardized by mobs of uneducated, untrained, and frustrated youth roaming the streets of America.

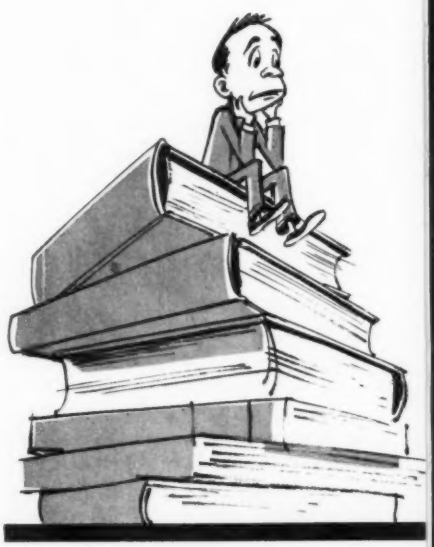
However, even if, by some magic, we suddenly found ourselves with a surplus of jobs and adequate free or low-cost training facilities, we would still have a hard core of several hundred thousand young people not in school and not at work. These youths would be blocked from self-fulfillment and from social usefulness because of barriers within themselves which do not necessarily relate to economic reforms and economic progress outside themselves. We are referring to a variety of psychological problems which stand in the way of employability. Foremost among these is the lack of motivation toward education and training. An abundance of jobs and an effective placement service will not be the answer to the problem of the school dropout. Even if the uneducated, untrained youth is placed in a job, he is almost certain to face future unemployment in an age of fantastic technological changes and recurrent economic recessions. Helping young people to understand and accept the importance of education and trained skills becomes a formidable task when they come from families with a tradition of economic and cultural deprivation.

We cannot afford to burden our national economy with the economic waste of workers who have chosen occupations for which they are not suited or in which they are not interested.

DR. ARTHUR A. HITCHCOCK

Executive Director
American Personnel and Guidance Association

The foresightful study of Employment Service counseling is being undertaken by the Subcommittee at a moment of dramatic significance. New factors in the society present an opportunity and need to improve counseling to a level of great effectiveness. But, if this opportunity is not grasped, counseling in the Employment Service will deteriorate so drastically that the function prob-



ably will be assumed by some other unit in society. Counseling there will be, because in a democratic society it is essential for the life of individuals and of the society. My view is that Employment Service counseling will become thoroughly effective. But, we will have to work hard to make it so.

Employment Service counselors are counseling with persons whose conditions are so complex that only the most competent counselors can expect to be effective. The idea of measuring a person and then fitting him into the stated requirements of a job is archaic and no longer workable. A counselor deals with a total complex society. It is too easy to forget that it is *all* of a person that goes to work, not a small part of him.

There may be some virtue in helping a person to a job. I am sure that there is. But there is infinitely more virtue in helping a person to understand himself and the world in which he functions. He can then be assisted in planning his necessary additional education and his longer-term career. There is scarcely any increment in national human resources when counseling and placement result in filling jobs for a few days. Employment Service interests must encompass the broad spectrum of jobs as well as the broad spectrum of persons who need counseling to help them into new stages of work. If Employment Service counseling is to serve both individual and national interests, it must see itself as counseling and not job advisement.

Counseling is the basic intervention of the Employment Service to enable individuals to emerge into higher level contributors to themselves and to society. The unemployment checks are vital to daily living, but in counseling there comes to focus the needs of society for skills, attitudes, and services and the need of individuals to be important parts of that society. At this time in the national life, several changes are opening the opportunities for counseling to fill its terribly important mission.

DR. ARTHUR ROSS

School of Business Administration
University of California

I think American young people are really very confused; even those who are getting good education are really very confused and uncertain as to what their occupational future is.

I think that a society, to have the allegiance of its youth, must hold out the promise of honorable self-respecting and personally profitable or self-fulfilling employment, and I think American society does fall down to some extent in that respect. We have a wonderful educational system and we have in general a successful enterprise system and most young people eventually get a job, but I think there is really great uncertainty and even demoralization among many of the youth. A very important mission for the Employment Service, it seems to me, is to serve as a bridge between the educational authorities and the employers, to work between the schools and the employers, and to give the youth some better basis for career planning, some better assurance that society has in mind for them equal and honorable, self-respecting work for them to do.

Although our youth unemployment rate is now 16 or 19 percent, we will say eventually most of the young people get jobs. That is true, but in the meantime there really is a great deal of travail and demoralization on the part of many of them which I think could be eliminated if we were to organize this part of the job market process somewhat better.

He Found His Way Back

For Donald C., 54 years old, life had no meaning; he was a derelict wandering the streets, living in the world of lost men. This is what 10 years of heavy drinking had done to this once highly successful executive. Contemplating suicide as the only way to escape his nightmare, he somehow had the strength to believe that someone somewhere could help him. He had tried on his own and knew that he could not make his own way back.

He visited the Miami office of the Florida Division of Vocational Rehabilitation, where he was accepted as a client and referred to the Jackson Memorial Hospital Alcoholic Rehabilitation Center. Arrangements were made for him to be treated at Florida's Avon Park Alcoholic Rehabilitation Hospital. Discharged from Avon Park as rehabilitated, Donald, holding his head high for the first time in years, returned to the Miami offices of Vocational Rehabilitation for further assistance. It was determined that he was ready for work and he was referred to the Miami Industrial Office of the Florida State Employment Service for assistance in getting a job. Arrangements were made for his maintenance through the Dade County Welfare Department until work could be found.

Donald did not even have suitable clothes in which to look for professional-type employment, but the Employment Service found him a job in the warehouse at Goodwill Industries. This was done mainly to evaluate his motivation. But from there on, there was no doubt in anyone's mind that he would ever again be looking at the bottom of an empty bottle.

At Goodwill Industries, it took only a few weeks for him to get a promotion to the sales department. Another promotion was made within a couple of months to the bookkeeping department for a refresher on-the-job training course sponsored by Vocational Rehabilitation. Donald completed this training and then took a temporary job in private industry which, when completed, enabled him to return to Goodwill Industries as sales coordinator. By March 1964, Donald had moved up to sales manager in charge of coordinating all sales activity for Goodwill Industries in south Florida.

A Progress Report . . .

Upgrading Counselors in Missouri

These 25 ES counselors from 6 States gather on the campus of Missouri University during the first summer school graduate program for counselors.

In the January 1964 issue of the EMPLOYMENT SERVICE REVIEW, the authors outlined a plan for upgrading the professional competence of Employment Service counselors in Missouri. In the following article, they report progress in putting the plan into effect and make some observations and recommendations pertinent for other States planning similar programs. Professor McGowan reports for the University of Missouri, and Mr. Schantz discusses the reaction of his staff to the program.

The University's Role

1. *Development of teaching materials.*—As soon as we started to prepare course outlines, reading assignments, and bibliographies, it became apparent to those of us teaching at the University that very little teaching material was available that had been developed specifically for training Employment Service counselors. This was particularly noticeable in the area of counseling. Therefore, our first need was to prepare a manual which could be used as a basic introductory text in beginning courses to orient counselors to the field of Employment Service counseling, and for the inservice training of regular personnel.

To meet this need, the University negotiated a contract with the Mis-

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LeRoy Schantz is Director, Missouri Division of Employment Security and Dr. John F. McGowan is Professor of Education, University of Missouri.

souri Division of Employment Security to underwrite the cost of our preparing such a manual. This resulted in the publication in August 1964 of a training manual entitled AN INTRODUCTION TO EMPLOYMENT SERVICE COUNSELING, prepared by Professors J. F. McGowan and Thomas L. Porter.

Copies of the manual have been distributed to the State directors and the training supervisors of each of the States, and the general reaction to the manual has been favorable. We found the manual to be a very useful instrument for an introductory course and for inservice training. As specified in the title, the manual is meant to serve as a general introduction to Employment Service counseling. References to what we consider essential readings are contained in the selected bibliography found at the end of each chapter. The manual is meant to supplement and complement existing material and not to duplicate specific and detailed information contained in the EMPLOYMENT SECURITY MANUAL.

At present, we are in the process of preparing a second manual which will consist of a group of requested papers from leaders in the field. The manual will be entitled COUNSELING IN THE EMPLOYMENT SERVICE PROCESS. We hope this manual will be ready for publication early in 1965.

2. *Graduate training program.*—Our program leading to a master's degree in Employment Service counseling was initiated in June 1964, when 26 counselors enrolled in our summer school program. With the exception of one person, all were from States in the Midwest. The program will take four summer school sessions to complete for people who enroll only during the summer, and will consist of basic counseling courses. (See next column.)

These are the suggested courses for a person who has had the appropriate 15 hours of undergraduate preparation. It is also recognized that a number of counselors may have taken certain of these courses at other institutions. Therefore, the courses outlined above will not necessarily be the exact ones that every student in the program will take. As men-

Courses

	Hours
1st Summer:	
C370—Statistics of Tests and Measurement	2.5
A405—Psychology of Education	2.5
F365—Occupational Analysis	2.0
G410—Seminar: Introduction to Employment Service Counseling.	1.0
2d Summer:	
A302—Group Intelligence Test	2.5
G406—Mental Hygiene	2.5
F415—Occupational Surveys	2.0
G410—Seminar: Occupational and Educational Information for Employment Service Counselors.	1.0
3d Summer:	
G407—Counseling Methods	2.5
G404—Individual Inventory	2.5
Econ. 210—Labor Problems *OR* Soc. 352—Occupations and Professions.	2.0
G410—Seminar: Employment Service Counseling.	1.0
4th Summer:	
G415—Employment Counseling Practicum.	5.0
G410—Seminar: Employment Service Counseling.	1.0
Elective	2.0

Dr. Wayne Anderson, a regular staff member of the Guidance and Counseling Department in the College of Education at Missouri University, discusses employment counseling problems in his seminar class. He also acted as coordinator of the graduate program for ES counselors.

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tioned in our first report, we are making no attempt to set up a separate institute for Employment Service counselors. They are taking basically the same courses in the area of tests and measurements, occupational information, etc. The differences between ES counseling and other types of counseling positions are emphasized in the counseling courses and the counseling practicum.

The reaction of the University faculty to having Employment Service counselors on the campus during the last summer was favorable. The 26 students achieved a grade point average of 3.11. This means that as a group they obtained a grade average of slightly above B for their first semester of graduate work. While seven of the students did receive grades of C, most of these were in elementary statistics, which is not uncommon. It is possible for a student to earn two C's and still receive a master's degree.

During the week of October 19–23, we again conducted one of our inservice training seminars for currently employed counselors. This one dealt with the psychological aspects of work and was attended by 18 currently employed counselors.

3. *Recommendations.*—On the basis of our experience this summer, we found that there are several procedures that need to be reevaluated:

(*a*) It would appear to be advisable to allow the University to play a more active role in the selection of students. The students who were sent to the University without having any undergraduate course work in the area found themselves at a marked disadvantage. Also, most universities have had considerable experience in predicting success in their own graduate schools through the use of undergraduate grade point records and tests such as the Graduate Record or Miller Analogies. It would appear advisable to have all students go through the regular admission procedures of the universities involved. Allowing special consideration can often have the effect of sending students into an academic situation which is either beyond their capacity or outside the area of their previous training and experience.

(*b*) States sending students to a university need to standardize their policies in regard to travel, expenses, and fees.

(*c*) It might be advisable to provide, through administrative techniques such as a "grandfather" clause, a procedure which would allow older counselors who are now employed in the State agencies to remain in their present positions rather than requiring them to take graduate training, particularly when they have been out of school for a good many years. Many of these people are likely to have a very serious adjustment problem, and to encounter difficulties in competing with younger students.

The State Agency's Activities

1. *Graduate training program.*—To get some student reaction on the value of the 1964 summer school program, we asked for comments from several of the counselors who attended. They were in agreement that (*a*) the training was very valuable; (*b*) they appreciate the opportunity to continue their education and are looking forward to attending next year; (*c*) they recommend it for other counselors.

The counselor trainees pointed out two ways in which they believe the training would be even more valuable. One is that better communications among the agency, the counselors, and some of the University staff would be helpful in developing an understanding of the goals of the agency and the background of the counselors. The other area is that the counselors need to be more fully informed on just how far it is possible to provide courses directly related to an Employment Service setting.

Several of them pointed out that, in some courses designed largely for school personnel, more effort should be made in helping the employment counselor to make the transition from an educational setting to an Employment Service setting. They were in agreement that all of the courses could be considered as background or related information, and that these are necessary for their professional development.

2. *Reclassification of counselors.*—On April 1, 1964, new counselor classifications became effective in Missouri with the establishment of three classifications—Counselor I, II, and III. These are comparable to the classification system recommended by the Bureau in January 1964.

Marion Cooper, left, Columbia, Mo., local office, interviews George Stewart, Joplin, Mo., local office, during a role-playing demonstration.

A great deal of credit must be given to the State Personnel Division and the Personnel Advisory Board for their help in approving these new classifications. Without their cooperation and assistance it could not have been accomplished. A very important part of the new classification system was a substantial increase in counselor salaries. For the time being, at least, this enables us to compete for counselors with vocational rehabilitation and the schools.

3. *Implementing the new policies on counseling.*—To implement the new policies concerning counseling, and to explain the upgrading program to management, the director discussed these policies in detail at our annual local office managers' meeting held in May 1964. Two weeks later, all counselors, 42 in number, attended a 2-day meeting in the State office, where the director and the central office counseling supervisors reviewed with them our new policy and the implications of the new Bureau standards.

On June 1, 1964, a policy letter was sent to local offices so that all Employment Service staff would be informed of the changes in policy. Three of the most important policy statements are summarized below.

The Missouri Division of Employment Security will:

—Provide an outservice training program for counselors that will enable a person employed as a Counselor I to advance to Counselor III. The agency will assume costs of room, board, tuition, books and supplies, and will maintain the counselor in pay status during the period of graduate training.

—Hire summer replacements for counselors who are attending summer graduate school sessions. These replacements must be qualified counselors such as school counselors. Arrangements will be made to give these replacements "inservice" training prior to assuming their duties as local office counselor.

—Require that counselors devote *full time* to counseling activities or activities closely related to counseling (such as duties involved in carrying out the school program).

Since June 1, 1964, 8 counselors have been added to our regular staff, making a total of 50. Twenty of these are assigned in the downtown St. Louis office, and 12 to the Kansas City office. Part of the increase in the two metropolitan areas is a result of plans for an expanded youth program under the Economic Opportunity Act. Counselor-Advisor University Summer Education (CAUSE) trainees provide another source of new counselors and youth advisors. Thirteen of these trainees reported to work on September 15, and plans call for 25 additional workers from this group.

Our entire improvement program, and specifically the new classifications, increased salaries, outservice training, and the book AN INTRODUCTION TO EMPLOYMENT SERVICE COUNSELING have resulted in an increasing number of inquiries from school and other counselors who are interested in the opportunities and challenges occurring in the employment counseling field. We have also had requests for additional information from many other State agencies, as well as from numerous professional organizations and individuals.

Efforts to upgrade our counseling services are beginning to show results. We certainly are not through with our improvements, but we are on our way.

Group Counseling in an Employment Service Setting

EMERY A. MORELLI

A State agency experiments with group counseling in a series of workshops and comes up with recommendations and conclusions with regard to the use of this technique.

With the growing use of group counseling for a variety of purposes, the question arose in the minds of those of us working with the Employment Service counseling program, "Can this method of counseling be used in an Employment Service setting?"

To try out this technique, the Utah agency conducted a series of workshops designed to train counselors in the theory and practice of group counseling. The first of these was held in the spring of 1962 at Weber State College in Ogden. In this workshop, the theory of group counseling was explored and discussed in depth with instructors from Utah State University and the University of Utah. A limited amount of group participation was included.

At the conclusion of this workshop, it was decided that the technique would be tried out in the Ogden local office. The services of Dr. Wayne Wright, USU, were retained to conduct a 2-hour weekly session in group counseling with the local office counselors, as an extension of the course taught in the workshop.

After one quarter's training, the local office counselors, with the assistance of the State Supervisor of Counseling, were ready to undertake their first session in group counseling.

In January 1963, 15 applicants from the ranks of hard core unemployed were selected for the first group. An attempt was made to keep each group occupationally homogeneous. During the next 4 months, group counseling was tried with waitresses, sewing machine operators, and clerical workers. In addition, groups of handicapped and American-Mexicans were included in the experiment.

Since this was an experiment in group counseling, directive, nondirective, and eclectic approaches were used in an effort to learn which technique was most effective. Some groups were permitted to carry the discussion into any areas which appeared appropriate to their interests. With others, the discussion centered around development of effective techniques for job search.

Each group had from one to three sessions, with no attempt made to resolve individual vocational problems. However, there was a feeling among the counselors that giving these applicants experiences in interpersonal relations for personal development would have value in achieving their ultimate goal.

This first experience revealed that, to be effective, the counselors needed additional training in group dynamics. Thus, April 1963 found the counselors attending another workshop at the College of Southern Utah, conducted under the auspices of the University of Utah. These sessions permitted the counselors not only to see themselves as others saw them but also to test their ability with each other in the actual application of group counseling techniques. In addition, some new methods were introduced in how to get the group started.

The Salt Lake local office then de-

Emery A. Morelli is Chief, Counseling and Services to Special Applicant Groups, Utah Department of Employment Security.

cided to try the technique with high school seniors who had participated in the school counseling and testing program. Students were selected and assigned 10 to a group. After a preliminary discussion about the world of work and why people work, the session was opened for discussion by the group. The counselor acted as a catalyst and as a resource person for the group. It was most gratifying to see the interaction among the members of the group. Questions asked by members of the group concerning vocational goals showed depth and sincerity. Answers to questions came from the group rather than from the counselor, which gave them a better acceptance than if all answers had been given by the counselor. When it came time to formulate their vocational plans, the students did a more realistic job than had previously been done by students counseled individually.

Evaluation of the experience gained from the experiments in the Ogden and Salt Lake schools suggested that another workshop was in order. The third workshop was developed with the staff of the University of Utah and scheduled for April 1964 at Carbon Junior College. In this workshop, advanced techniques in group dynamics were studied and then tried out in role playing sessions.

At the termination of this workshop, the counselors in the Provo Office decided to try the technique of group counseling with some high school students. For the most part, these students were juniors who had taken the GENERAL APTITUDE TEST BATTERY earlier during the school year. At the time of testing, each student had filled out a questionnaire indicating his or her general area of occupational interest. These questionnaires were used to establish homogeneous groups of students.

Group A consisted of boys who planned further training in apprenticeship or some other vocational pursuit generally associated with the Trade Technical Institute. Group B was made up of boys intending to go on to school in skilled and technical trades requiring high abilities in mathematics and academic subjects. Group C consisted of girls interested in entering clerical occupations. Group D involved girls who were planning careers in practical nursing, cosmetology, and similar jobs. Students planning to attend college were not included. The number of students assigned to each group varied from 9 to 15. Some sessions were held for a 1-hour period; others covered a 2–2½-hour period.

To set the stage for the students to begin their discussion, the counselor talked of changes in the world of work and asked the students to look at themselves, and at their school record and pointed out the relationship of school studies to the world of work and its requirements. At this presentation, discussion was carried on by the students, who chose their own topics to pursue. At an appropriate time, as an experiment, the students were given their individual aptitude test profiles. (In accepted practice, the test profile card is never seen by the counselee, but is used only by the counselor in interpreting results of aptitude tests.)

The counselor explained the meaning of the aptitudes and the occupational aptitude pattern, and a lively discussion ensued. Near the end of the 2-hour period, each student was asked to state in writing on his profile card what he considered to be his strong points and weaknesses and how he saw himself in relation to the world of work. Since the counselor had had an opportunity during the discussions to relate school subjects to occupations, many students seemed to understand the significance of education for the first time.

From the experiments of the past 2 years in introducing group counseling techniques in the Employment Service counseling program, we have come to some tentative conclusions:

1. It is essential that counselors be thoroughly trained in the theory and techniques of group dynamics, including some experience with the use of these techniques among themselves, before attempting to apply them with applicants or students.

2. To be effective, each group should consist of not less than 7 nor more than 12 individuals; the group should be homogeneous as to age, education, and fields of work interest.

3. Individuals selected for a group counseling session should be interviewed and the purpose of group counseling explained before they are assigned to a group.

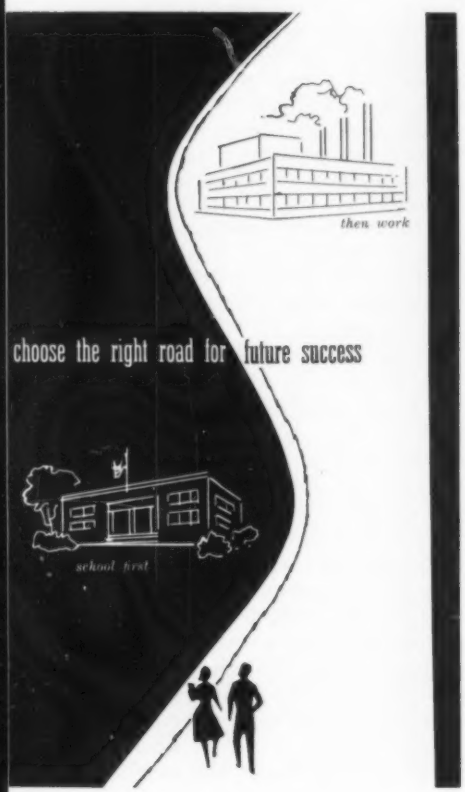
4. Group counseling sessions should be scheduled for 2-hour periods. Anything less than this will not produce satisfactory results.

5. Group counseling should not be undertaken unless the counselor expects to have the time available to assure continuity of the program.

6. Group counseling does not necessarily reduce the number of individual interviews; on the contrary, it has been found to do just the opposite.

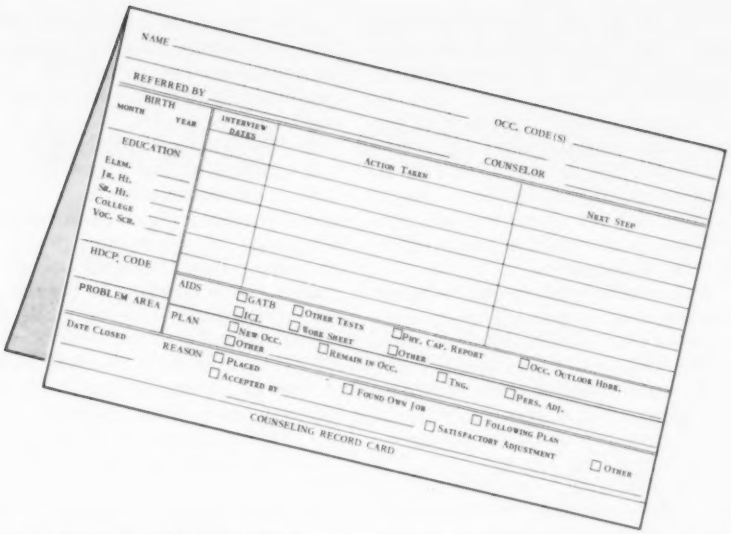
7. Individuals appear to gain more insight into their problems through personal interaction with the group than they do through an individual interview with the counselor.

(Continued on page 20)



Improving Counselor Competence

LESLIE L. SUDWEEKS



Ways and means of improving the professional competence of Employment Service counselors and the progress being made are discussed in this report of a 1964 survey.

The position of the Employment Service counselor is somewhat unique compared with counselors in other settings. Relatively few of the clients with whom the ES counselor works come specifically to seek his help, although their number is growing. Most counselees are (1) job applicants referred by placement interviewers because of problems of vocational choice, change, or job adjustment; (2) high school seniors "screened in" for counseling and testing on the basis of questionnaires which they have completed; (3) referrals from other agencies; or (4) individuals inquiring about vocational training.

A national survey conducted in May 1964 revealed that there were 2,933 ES personnel doing counseling in the 50 States, Puerto Rico, and the District of Columbia. Of these, 1,706, or 58 percent, reported that they spend half or more of their time in counseling activities, and 31 percent indicated that 90 percent of their time is devoted to counseling.

Leslie L. Sudweeks is in the Branch of Counseling and Testing Services, USES.

Of those spending half time or more in counseling, 53 percent were men and 47 percent women. Interestingly enough, there were twice as many men counselors as women under the age of 45, whereas women outnumbered men in the 45 and over age group.

Most present counselors (88.5 percent) had been promoted or transferred from other positions in the Employment Service; only 11.5 percent were hired directly as counselors. This reflects the general practice of requiring new personnel to become proficient as interviewers before assigning them to counseling. Half the group had had at least 6 years of experience in the Employment Service, and 25 percent had had 16 or more years. However, 49 percent indicated less than 3 years of experience in Employment Service counseling. As to educational qualifications, 1,154, or 68 percent, of those spending half time or more in counseling held college degrees as follows: Bachelor's degree, 957; Master's, 192; and Doctor's, 5.

Progress Report

Substantial progress has been made during the fiscal year 1964 in improving the professional competence of ES counselors and the overall counseling program. In July 1963, the Bureau pointed out to State employment security agencies the importance of assuring counselor competence and the necessity for strong administrative support of the program. Briefly, the States were asked to: (*a*) Limit the number of counseling interviews per counselor to six per day to allow time for quality counseling; (*b*) provide partitioned space for counselors to insure privacy for counseling interviews; (*c*) limit duties of counselors to counseling activities insofar as practicable; (*d*) establish separate classifications for counselors (where not already in effect), including a trainee class; (*e*) assist counselors who do not meet minimum educational standards to achieve these standards through outservice training, or transfer them to noncounseling duties; and (*f*) establish salary ranges adequate to attract and retain professionally competent personnel.

Improvement has been made in all of these areas. There is growing recognition on the part of local office management that workload pressures must not be allowed to thrust upon the counselor more interviews than he can handle effectively. Consequently, it is imperative that the counselor be freed from noncounseling duties (claims taking, application taking, and placement) to the extent possible. The only ultimately acceptable answer to increased counseling workload is additional counselors.

Progress has been made in providing improved space to insure privacy in counseling interviews, although

much still remains to be done in this area. The May 1964 counselor survey revealed that 39 percent of the counselors spending half time or more in counseling activity had private offices or partitioned space. In one region, 74 percent of the counselors reported such facilities. Physical facilities for counseling are generally more adequate in larger offices than in smaller ones.

Seven additional States adopted separate counselor classifications during fiscal year 1964, bringing the total to 48. Only four agencies, as of December 1964, do not have such classifications. Since July 1, 1963, 14 States have brought their counselor classification into line with the 1958 Bureau standards, raising the total of States fully meeting these standards to 27. The specifications of the remaining States allow some substitution of experience for education, although, in actual practice, several of these States do apply Bureau standards in hiring. Twenty-six States have adopted the counselor trainee class, and several others are in the process of doing so.

Seven States have adopted the new counselor standards recommended by a Federal-State agency work committee in September 1963. Briefly, these recommendations were as follows:

a. That a Master's degree in guidance is necessary for a professional counselor and should be required by July 1, 1968;

b. That a three-level classification plan be adopted to provide for a counselor intern, counselor, and master counselor, with progression from one class to another through appropriate academic training and experience;

c. That a Master's degree program be formulated to include 30 semester hours of graduate credit in guidance and related areas.

In May 1964, the Executive Council of the American Personnel and Guidance Association adopted a resolution expressing its interest and support in upgrading both the qualifications and salaries of ES counselors. Copies were sent by the APGA to each State Governor and Employment Service director.

Most States are making extensive use of outservice training in assisting present counselors to upgrade their qualifications and improve their professional competence. During fiscal year 1964, approximately $147,000 was granted to the States for outservice counselor training. A total of 675 counselors from 35 States took advantage of opportunity for such training. Four hundred of these trainees were enrolled in regular or extension college courses, while the others participated in 4- or 5-week special institute-type sessions, set up on college campuses specifically for ES personnel. Indications are that this training is paying dividends in increased counselor competency and morale.

Because counselor salaries in the Employment Service have been substantially below the salaries of counselors in other settings, it has been difficult to recruit and retain professionally qualified counselors. This problem was recognized by the Panel on MDTA Counseling and Selection of the National Manpower Advisory Council in October 1963, which stressed the necessity for "salaries commensurate with those of professionally qualified counselors in other fields in order to encourage competently prepared workers." Substantial progress can be reported in this area. Since July 1, 1963, 44 States have taken action to raise counselor salaries to bring them more closely into line with those of counselors in other settings.

New Developments

The Panel on MDTA Counseling and Testing of the National Manpower Advisory Committee stressed the need for improvement in the ES inservice training program as well as outservice. A revised counseling manual was released to State agencies in November 1963 to reflect developments and improvements in the program. A new basic training unit for inservice training of new counselors has been prepared. Two new units for supplementary training of present counselors have been released to the States, and a training unit on "Counseling the Disadvantaged" has been prepared.

A counseling consultant was recently appointed to each BES region. These consultants are authorities in the field of counseling or counselor education. Their function is to serve as consultants to the BES regional office and to the States within each region on matters pertaining to counseling and testing.

Changing Nature of Counseling

Along with the better preparation of ES counselors, the nature of ES counseling is shifting away from the narrow concept of counseling as an aid to placement to that of helping the applicant to understand himself and his relationship to the world of work and to take the steps necessary to increase his employability. As the ES reaches out to serve disadvantaged youth, special tools, techniques, and understanding will be needed. The counseling relationship will extend over a much longer period of time—through the training period and/or entrance into a job and beyond to job adjustment. The ES counselor's work will be conducted more and more on a caseload basis. The future offers great opportunities and challenges to the Employment Service counselor.

Group Counseling

(*Continued from page 18*)

Conclusions

Since this was an experiment in group counseling, no attempt was made to resolve each applicant's vocational problems. Rather, it served as an opportunity to explore group counseling techniques in depth and to learn how to guide behavior within a group setting. We are confident that, with the experience gained in the workshops and the subsequent use of group counseling techniques in actual group situations, we are now ready to adopt this program and make it a part of our regular Employment Service counseling program. The workshops will be continued to keep abreast of any changes that may occur and to help counselors acquire more skill in the application of group dynamics.

es newsletter

JOB VACANCY STUDY

The job vacancy pilot project, proposed by Secretary Wirtz and approved by the President in August, is progressing according to schedule. Data collection was started in four areas in October, in seven others in November, and in the remaining five in December and January. The study is a joint project of the Bureau of Employment Security and the Bureau of Labor Statistics, and is being conducted by the State Employment Services.

Reports received thus far indicate that the response from employers in providing job vacancy information has been excellent. Several types of questionnaires are being used with employers to test their response and also to help determine the feasibility of gathering such information. The standard questionnaire asks for total job vacancies by occupation, for vacancies existing 1 week or more, and those existing for a month or longer. Other schedules are designed to collect such variables as wage data and information about part-time, short-time, and temporary job vacancies. Results of the initial surveys are due in Washington in early 1965.

FOREIGN FARMWORKERS

A public hearing to consider the criteria for the employment of foreign agricultural workers in the United States was held in Washington on November 30. Additional sessions continued during December in California, Florida, and Texas. Views on such matters as wages, housing, insurance, transportation, and other terms and conditions of employment were presented by interested parties.

With the expiration on December 31, 1964, of Public Law 78 and the Migrant Labor Agreement of 1951, authority for the temporary admission of all foreign agricultural workers is confined to the Immigration and Nationality Act of 1952, as amended. Under this Act, the Attorney General has authority to make determinations on all questions relating to importing foreign workers for temporary employment in the United States. However, in passing upon employer requests to import or retain such workers, the Attorney General requires certification from the U.S. Employment Service concerning availability of like labor in this country. Also, there must be assurance that Labor Department policies have been observed. Of particular significance is the

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policy that prohibits employment of foreign workers in a manner that will adversely affect wages and working conditions of American citizens similarly employed.

The purpose of the hearings was to assist the Secretary of Labor in establishing criteria to be applied in making the necessary certifications to the Attorney General.

COMMUNITY ACTION PROGRAM FOR YOUTH

BES Administrator Robert C. Goodwin has announced that the American Legion, through its Child Welfare Committee, and the General Federation of Women's Clubs are cooperating with the Employment Service in its campaign to promote community action on behalf of youth employment. The program was started by the Community Roundtable program carried out by the USES.

A kit of community program materials and suggestions prepared by the USES has been accepted by the national offices of the American Legion and the General Federation of Women's Clubs. Both organizations have agreed to advise their affiliates throughout the country, through a series of seminars, about the services available in the local ES offices for such community activities.

SELECTIVE SERVICE REJECTEES

The special Employment Service program to help unemployed and underemployed young men who fail the Selective Service basic educational tests for Armed Forces is undergoing changes in an effort to reach more of these youth. Letters sent by Selective Service to the rejectees advising them of ES services available to them at local employment offices did not result in as large a response as expected. At five pilot projects where ES interviewers were stationed at the examining centers, more than 50 percent of the rejectees sought ES help.

BES has announced that as soon as arrangements can be completed in each State, a nationwide program will be established for all Selective Service rejectees who desire such assistance to receive initial ES interviews at an Armed Forces examining station. This is being done with the full cooperation of the Department of Defense, which is notifying the Armed Forces examining stations to arrange for office space and access to necessary records for representatives of the Employment Service and other participating agencies. BES is asking the State ES agencies to work out arrangements for carrying out the program with the examining stations.

A six-man group, made up of four USES staff members and two outside consultants, met in Washington the week of November 16 to initiate a study on deficiencies in the program and how to correct them. The study, continuing over a period of about 6 weeks, included visits by the group to California, Florida, Indiana, Massachusetts, Mississippi, New Mexico, North Carolina, Oklahoma, Oregon, and West Virginia.

Some Special Considerations . . .

Counseling of Girls and Mature Women

JANICE N. HEDGES

The unique and changing patterns of women's working lives have important implications for the employment counselor in advising young girls about to enter the labor force, and to the mature woman reentering it.

No one is more aware of the revolutionary change that has taken place in the pattern of women's lives in the space of one generation than the Employment Service counselor.

In 1920, only one of every five workers was a woman, and the average woman worker in that year was single and 28 years old. In 1963, one of every three workers was a woman, and the average woman worker was married and 41 years old. More women than men entered the labor force between 1960 and 1963. The dual role for most women—homemaker and paid worker—that is expressed in these statistics is well established, and so prevalent that it is estimated that at least 8 of every 10 girls today will be gainfully employed at some time during their lives.

Effective counseling requires an understanding of the social and economic factors that underlie these fundamental changes in the life patterns of women. What has happened to bring so many women—approximately 26 million—into the working world?

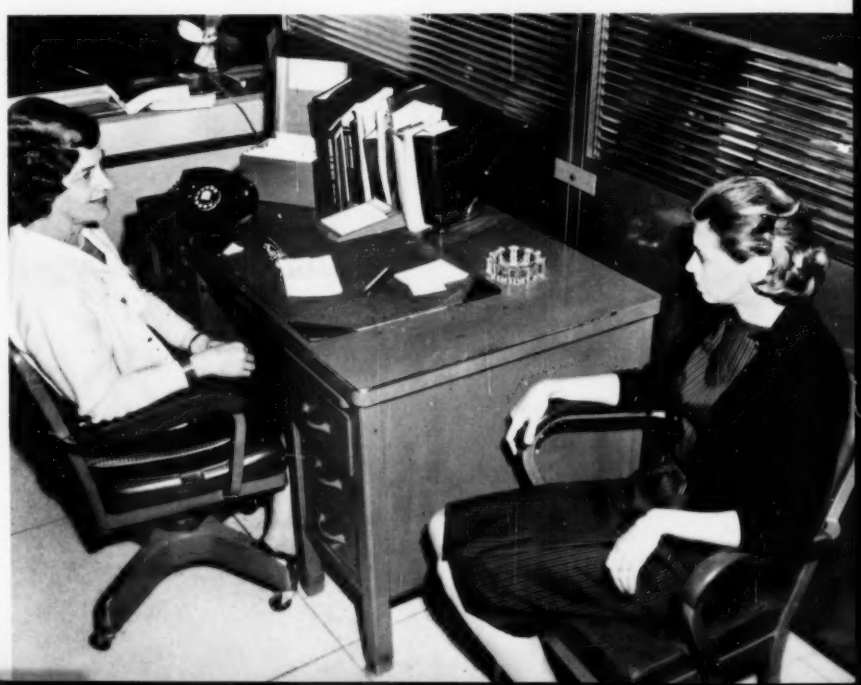
Part of the explanation is found in a series of vital statistics that add up to a composite picture of the American woman: She marries at age 20, has her last child at age 30, and may have almost 40 years of life before her when her youngest child enters school. The remainder of the explanation lies in a combination of factors that include urban living, labor saving equipment for the home, a "climate of opinion" that encourages women to make a contribution outside the home and economic demands that lead many women to make that contribution through paid employment.

There is another dimension to the life pattern of women that is important in counseling. Not only is a woman's relation to the work force today likely to be different from her mother's; it also is likely to be different from that of a man. A man's normal work life, as the traditional provider for the family, is a long period of uninterrupted employment that stretches from the completion of school until retirement. The work pattern of an unmarried woman is similar, but that of a married woman follows a difference sequence. For her, the overall pattern indicates that she is likely to work for a few years after completing her education; leave the work force for some years to devote full time to her family; and then at age 35 to 45, as the children grow and her home responsibilities lessen, return to the labor force. Her work life differs in another fundamental way from the work life of a man, in that it often is characterized by part-time employment.

The work patterns of individual women, however, are as varied as the many reasons that exist at any particular time for any particular woman to work—or not to work. Such factors as the husband's income; the presence, number, and ages of children; the family's standard of living; the educational attainment of the woman; and the educational aspirations of the family will determine the pattern of her employment. The specific reason for working is expressed often in terms of helping to buy necessities or putting the children through college, or, sometimes, in terms of achieving self-fulfillment or a sense of accomplishment.

These changing life patterns and the unique pattern of women's working lives have important implications for the employment counselor. What message does the counselor have for

Career counseling is important for women.



Janice N. Hedges is a Labor Economist with the Women's Bureau, U.S. Department of Labor.

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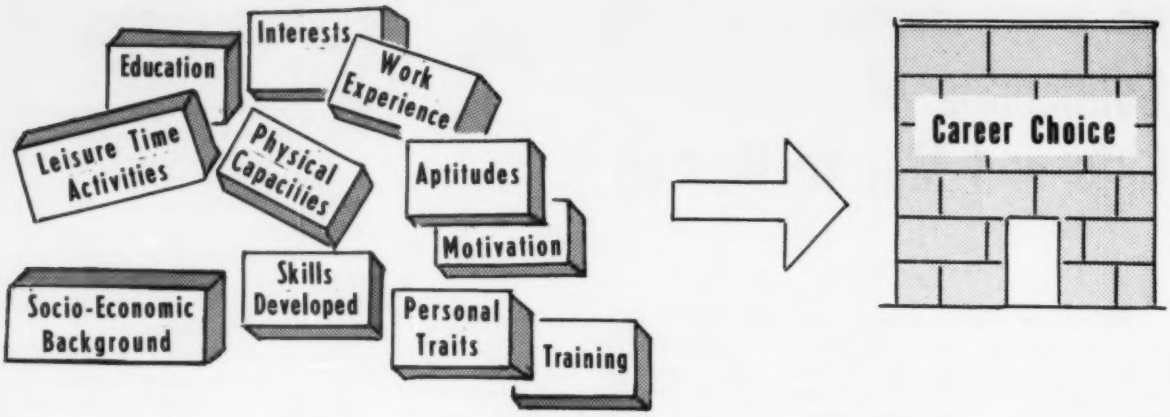

the high school girl about to graduate?

Employment Service counselors are reaching seniors in about half the high schools. At this level, counseling of girls should begin with an effort to make them aware of the realistic expectation of a job in their future, and probably for a long future. Acceptance of this fact is an indispensable preliminary to career counseling. Only when a girl accepts this reality is she able to put the proper value on career planning.

Keeping in mind that most girls will work in paid employment for some years, the counselor should encourage them to think in terms of their interests and abilities, and the opportunities that exist or that are likely to open up in the future. The counselor should try to overcome the lack of self-confidence and the lack of sound information that limit the job horizons of so many girls to occupations that have come to be considered "traditional" for women. There will always be girls who are interested in teaching, nursing, and clerical work, but there is a need for qualified girls to prepare for some of the new and challenging fields for women; for example, science and mathematics. Because of the changing context of life patterns and work opportunities, it is especially important for the counselor to encourage high school girls to obtain as much education and training as possible, in order to qualify for employment that is rewarding in terms of both income and satisfaction.

The counselor must keep in mind not only that most girls will be employed for a considerable period of years, but also that the average girl will probably drop out of the labor force for a number of years. And so the counselor will do everything possible now to prepare the high school counselee for her reentry to the labor force as a mature woman. Her basic preparation, of course, lies in a broad education, as high a level of education as possible, and a flexible attitude. The counselor will urge the high school girl to continue her education throughout her life, and to keep her skills from becoming rusty, through volunteer or perhaps paid part-time work during those years when her life will revolve largely around her home. Knowing how much easier it is to place a mature woman who has had some previous work experience, the counselor will point out to the high school girl the advantage of employment early in life.

Mature Women

Housewives who are entering the labor force after a lapse of several years frequently need counseling. These mature women present some of the same problems as high school girls, and also some that are different.

The more education a woman has obtained, the greater the likelihood that as a mature person she will be employed or looking for work. The lack of self-confidence that was observable in the high school girl's planning is often reflected in the mature jobseeker's willingness to accept a job that is well below her training and experience. The employment counselor must therefore be alert to explore the counselee's background in depth, and to encourage her to seek openings that will challenge her best skills and abilities.

Another problem is that the mature woman often does not see her application for a job in its proper perspective. She may be seeking employment simply in order to get over a temporary financial hurdle, such as her husband's illness or the children's college years. The Employment Service counselor is more likely to appreciate that the step she is taking will actually prove to be a long-term commitment, that she probably will continue in employment when the immediate emergency is over. On the basis of a much wider experience, the counselor may therefore find it desirable to encourage a woman to take additional training or refresher courses when that would be to her advantage over the long run.

Nowhere are there greater challenges than those that face Employment Service counselors as they take stock of changing opportunities and help girls and women to prepare themselves for satisfying employment. With their understanding and skills, counselors have a unique opportunity to make a major contribution not only to the women they serve but also to the whole society.

A View From the University . . .

Counseling in the Employment Service

C. GILBERT WRENN

Testimony by the writer before the House Select Subcommittee on Labor last August 12 elaborated upon two assumptions and three recommendations. The paragraphs below are excerpts from the 27 pages of testimony. These lines have been selected to give the reader an idea of how this observer views the future of counseling in the Employment Service and of the kind of understanding and support the Congress should give to it. In spite of an occasional comment that is deliberately critical, I trust that my firm support of the public Employment Service is clearly apparent. Some recently published criticisms of the Employment Service not only present shocking distortions of the evidence but take the form of an unwarranted attack upon a public agency that is of vital significance to our labor force and the economic security of our country.

The Two Assumptions

1. *It is crucial for all Americans to realize that unemployment is a constant factor in our society.* Different administrations may affect it some, but the changing technology of our day and of the immediate future will affect it far more. Emergency legislation may be easier to get adopted but the emergency or temporary concept is not honest. People speak of full employment as though it were achievable. It is not and it will not be. This is true through no fault of the Congress or of any of the appropriate agencies of government. * * *

I believe that both numbers and percentage of total unemployment will increase and therefore am concerned that the task of the USES and its contributions to the local offices be seen as a permanent social and economic need, not to be placated by emergency and short-run legislation. In October 1963, the Panel on Selection and Counseling made this comment in the Foreword of its Report to the National Manpower Advisory Committee: "We are disturbed about the short-range implications of the MDTA in view of the long-range nature of occupational change. Displacement of workers and the need for relocation and retraining will intensify almost year by year. Yet the Act provided only for training in jobs on a restricted present need and local availability basis without regard for the stability of the vocation involved. The job may not only have disappeared from a given community 3 or 4 years hence, but during this same time the vocation may be materially changed or greatly reduced in numbers. The Act as currently interpreted locally appears more like a welfare act than a National Manpower Stabilizing Act." * * *

2. *The nature of employed work is changing drastically for a significant portion of our labor force.* * * *

Work as a virtue was thus inherited from our European ancestors but "work to survive" was the outcome of our pioneer conditions. * * *. Soon after the mechanically generated energy of steam engines displaced the biologically generated energy of human muscle, muscle became less important and the brain more so. Status then was derived from the particular occupation in which one was engaged because this determined the kind and the presumed "quality" of work done. There is little doubt that the occupational status hierarchy present in our country early in this century would be a radically different one had we not developed into the mature stages of industrialism. * * *

The latest development in this American saga of employed work is the impact of automation upon the dignity of man's endeavors. For as steam magnified the work of man's muscle, so the computer carries out man's brain work faster and more accurately than can the brain itself. As the Industrial Revolution affected brawn, so the Automation Revolution affects brain. The machine (linear computer, tape-controlled industrial equipment, information retrieval device, etc.) does not control man, of course, for man programs into it whatever it does. The heuristic or self-adaptive automation systems, those which try various approaches and learn to adapt upon succeeding occasions to what they have "learned" earlier, come closer to a simulation of human rational processes. * * *

But this distrurbing and almost humiliating development is not the crux of the matter. What is happening to many workers is that someone else's brains have prepared a machine to do *their* brain work more accurately and rapidly than they could perform the same task. Simple brain work often, to be sure, but the tape or computer is seen as superior and the person is relegated to watching it work and interfering only when a volume level is reached or a part breaks. * * * Work then, not for all, but for many, becomes less and less a significant way of living. If

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C. Gilbert Wrenn is Professor of Educational Psychology at Arizona State University, Tempe, Ariz., and also Chairman of the Panel on Selection and Counseling of the National Manpower Advisory Committee of which Professor Eli Ginzberg of Columbia University is Chairman.

one's brains are to be held in check on a job, then one's significance as a human being is lessened.[1]

The Three Recommendations

1. *The public Employment Service must become an agency which is seen both locally and nationally as serving a function which is as basic as that of public education itself.* * * *

I am convinced that the Employment Service must be seen as centrally concerned with retraining, relocation, and placement if the various segments of the labor force are to use the Service. Its present responsibility for unemployment insurance when this is housed in the same offices and manned in part by the same personnel is confusing to the applicant who is not receiving unemployment insurance. Some of the earlier presentations made to you have stressed the logical nature of this relationship. I am convinced that the *psychological* consequences of this relationship are seriously negative. That is, negative for the type of client whom the Employment Service should serve in much larger numbers if both applicants and employees are to see the Service as supplying across-the-board employment and placement needs. * * * From a total manpower point of view, we wish to create the image of an *Employment* Service in a most positive and constructive sense, not an unemployment insurance agency.

2. *Counseling must be seen as a major professional service in each Employment Service office, with both the nature of the counseling engaged in and the qualifications of those called counselors being adequate to present-day needs and standards.* * * *

It is ironic indeed to consider the number of new responsibilities recently given the Employment Service, the execution of which requires additional counseling, with no specific provision made for the augmentation of staff. If the legislation required additional physicians, or nurses, or medical technologists, or teachers, or computer programers, it is likely that attention would have been given to supplying specific funds for new staff. Not so with counselors. * * *

It is not only the amount of attention given to counseling (number of staff) but the kind of counseling given (qualifications and competence of counseling staff) that is troubling in view of the assumed importance of the function. * * * To quote the Foreword of the panel's 1963 Report to the Manpower Committee:

"At several points in the total set of recommendations, the panel speaks of tapping motivations through increased counseling time allotment and increased counselor skill. The counseling time allotment and the counseling responsibility inherent within the MDTA are not being adequately discharged. There are many illustrations in the field reports of local office counselors who have *no*

[1] *Some portions of this section have been adapted from the writer's "Human Values and Work in American Life" in Henry Borow (ed.) MAN IN A WORLD AT WORK, Houghton Mifflin Co., 1964.*

professional training for their work and little professional competence. This is because they are poorly paid and lack adequate incentive to improve. The MDTA applicant, along with the regular ES applicant, suffers from this deficiency.

"Dr. Levine, on October 25, gave the panel a brief history of the counseling function in the Employment Service. It has had a checkered career in part because of various national emergencies. But also there is uncertainty upon the part of national agencies and of Congress as to the nature of *vocational counseling,* which involves a person and his motivations in relation to occupational life, in contrast to *placement advising,* which centers on job opportunities with more focus on the job than on the person." * * *

In general, the Employment Service counselor has had less support for initial or additional training than any comparable group of counselors. * * * [The testimony here deals with the Federal support given school rehabilitation and VA counseling.] To my knowledge, the *employment counselor* has received no such substantial support at either initial training or advanced training levels. He is in a very poor position competitively with regard to both professional standards and recognition and professional pay. * * *

3. *Counseling in Employment Service offices should be related to counseling in schools so that the applicant who engages in retraining or additional education will have a unified set of counseling relationships.*

It is true that the Employment Service development of liaison with schools in relation to high school seniors and school dropouts has been very encouraging. * * * There is much that Employment Service counselors and school counselors could learn from each other. Ways should be found for increasing the official contact of these two groups. In 11 States, including my own State of Arizona, there are now informal or formal agreements to place graduate students in counseling into Employment Service offices for internship experience or to have school counselors work during summers in the local office. Utah has gone farther in this with Employment Service counselors working in schools for a semester and school counselors spending a summer in employment offices. In many States it would be most useful to have joint workshops where the two groups of counselors learn together. This could be done if there were some amalgamation of professional education funds from both NDEA and MDTA sources. * * *

Again quoting from the Foreword to the 1963 Report of the Panel on Selection and Counseling:

"We see in the field reports a great lack of someone to whom the applicant for a training opportunity can continuously turn. There is too little continuity now. He moves from the selection agency—with very little counseling or personal contact except with counselors whose major task is working with regular ES applicants—to the training agency which is in a different world. And again, there is no one to whom he can turn because that person feels particular responsibility for him. The worlds of the Employment Service and of the schools are too far apart. There are too few natural bridges between them, and the MDTA provided no additional ones.

Perhaps the problem stems from the national agency differences provided for in the Act. We realize the longstanding tradition of the independence of the Departments of Labor and of Health, Education, and Welfare. But the applicant does not know or care about the tradition of independence. He feels shunted about. It seems quite possible that one agency could provide the personnel to see the candidate through the total process of identification, counseling, selection, training (with all of its threatening overtones), job placement, and early adjustment on the job. Only under these conditions is the immense investment in the selection and training provision of the Act likely to pay off in adequate holding power in training and on the job. It is not necessary that one agency perform all functions of counseling, selection, and training but that someone be charged with responsibility for continuous oversight of the candidate's progress. There appears to be some precedent in the experience of the Veterans Administration."

What I am proposing in the above paragraphs is that counseling in the 50 State public Employment Services is a vital professional service. It requires professional preparation at least equal to that of the qualified school counselor, financial support appropriate to a professional service, and an integrative functioning with school counseling systems. A combination of vocational and employment counseling is vital to our economy in the years ahead—and to the humaneness of our living together in a changing and stressful society.

New Career for a Grandmother

A young grandmother, tired of straining her eyes on fine assembly work, took advantage of a layoff to join a counseling group of women ranging in age from 45 to 55. During counseling, however, she described her ideal vocation as one that would involve public contacts and a sense of being needed.

When testing validated clerical as well as nursing fields, she began a guided reading program that extended over four sessions. "All I can say, now, is that I am more and more convinced that I am misplaced in a factory. I like people, I could talk all day long and never get tired." Then she read our Occupational Guides about teaching handicapped children, nursery school work, and several levels of nursing.

The following day she returned for an individual counseling session. We asked, "What do your friends do? Have you ever observed them at their work?" She mentioned a friend who was employed as a nurse at the Orthopaedic Hospital. "But I've never been there . . ." "Why not visit the hospital?"

Acting immediately on this sugges-

(*Continued on page 45*)

REACHING OUT to Disadvantaged Youth

BURNEY M. HARMON, Jr., and JERRY S. SIMS

The problems and progress involved in reaching out to disadvantaged persons in the Atlanta area are revealed in this story about joint ES and community agency efforts to find solutions.

In February 1962, the Atlanta metropolitan area of the Georgia State Employment Service increased its emphasis on developing a more effective counseling and placement service for disadvantaged youth. In spite of a record of positive services to employable youth and a comparatively low unemployment rate in the area, many young people were not being reached. With a changing industrial and occupational structure, in-migration of young people from the rural areas, and an expanding youth population, special problems were being created which demanded immediate attention.

A metropolitan area coordinator of youth services was appointed for Atlanta to insure maximum services to young people through the five area placement offices. The resulting effort was five-fold: (1) Improve the quality and quantity of services to youth by the area offices; (2) focus the attention of employers and the public on the problem and urge them to employ youth; (3) stimulate interest and action by all existing agencies and civic groups in the community; (4) stress, to youth in the area, the vital importance of adequate preparation for achieving competence in today's and tomorrow's job market; and (5) inform them of services available to them through the State Employment Service.

From the beginning of the renewed focus on services to youth in early 1962, the Atlanta area coordinator and other Employment Service personnel realized that many factors were involved in the complex youth unemployment situation. New economic and sociological approaches were begun, based on differing community and individual needs. More stress was placed on operations type programs and research projects. Opportunities were sought to develop teamwork with other community service groups.

Neighborhood Aids Project

While youth service activities were organized in various functional areas in line with existing structures and new efforts were begun in response to the "Jobs for Youth" kit of suggestions, the resulting increase in placements was not among the "hard core" low employability type of youth. The mounting problems of joblessness among the disadvantaged called for new techniques, new data, and experimentation. The first pilot study was attempted during the early part of 1962. The area youth coordinator and other ES personnel met with representatives of the Atlanta Area Community Council and a private foundation to map plans for assisting depressed areas. A project neighborhood was chosen and volunteer community workers were organized. ES youth staff developed a questionnaire and instructed the volunteer workers in survey techniques. A survey was then made of the 1,003 residents over age 14 in the area, and completed forms submitted to the Employment Service. Data collected proved helpful in understanding the various factors contributing to the existing poor conditions.

One of the facts revealed in this survey was that 45 teenagers were out of school and out of work. In response to a request by the area youth coordinator, the homes of each of these 45 were revisited. The young people and their parents were informed of the services offered by the Georgia State Employment Service, including counseling, testing, and referral for placement on jobs. Arrangements were made with the Atlanta Industrial Office to administer the GATB to these unemployed boys and girls, after which the youth counselor would assist them in working out a vocational plan.

As a result of these home visits, 21 of the 45 accepted appointments to report to the employment office. Only 10 of them actually reported.

Burney M. Harmon, Jr. is Field Supervisor, and Jerry S. Sims is Coordinator of Youth Services, Atlanta Metropolitan Area, Georgia State Employment Service.

The general education-skill-interest level of this group was very low. Although the placement results were discouraging, much was learned concerning attitudes, reasons for quitting school, family influences, and the nature of the problems involved. This information was useful in formulating future programs.

A subsequent experiment was conducted in conjunction with the local Department of Family and Children Services. There appeared to be some correlation between chronic unemployment and dependence on welfare assistance. In many instances, the parents and grandparents of the Aid to Dependent Children (ADC) cases were also recipients of public welfare. A joint Labor-Welfare-Education Department agreement was made to conduct a special study of ways to break this hereditary chain of dependency. Unemployed youth in the ADC families were directed to an Atlanta ES Office for special testing and counseling. For those who reported, efforts were made to: (1) Conduct job development for possible referral to a job, or (2) arrange special tuition-free vocational training for them. (This was prior to our present MDTA program.)

Joint ES-Community Council Project

Experience with both of these projects pointed out one fact very forcibly: Lack of motivation appeared to be a prime factor in a great majority of the cases studied. Was this due to heredity, the special set of environmental circumstances, lack of interest shown by others, the futility of previous efforts to find employment? How could the State Employment Service assist in motivating these future adults?

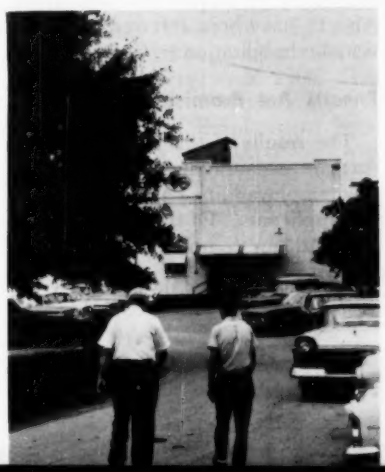
The area field supervisor and the coordinator of youth services decided that certain youth who were outside the normal intake, those who needed work but would not visit an ES office, must be sought out by special recruitment. As participants in Atlanta Community Council discussions, they often mentioned this idea. In the fall of 1963, a special pilot study was begun. In initiating cooperative ES-community projects in the Atlanta area, the Department of Labor in most previous cases had played the role of consultant, coordinator, adviser, and catalyst in support of needed action. However, this project involved direct participation by a Department employee on a functional level. A "depressed area" community was selected, and an office was established in an old house in the center of the area. The physical facilities were provided by a private foundation through the community council. The Employment Service provided a special ES interviewer to work on the project with most of his time being spent in the area and at the "dwelling office."

The project covered an area consisting of three census tracts in southwest Atlanta, in the West End section. This particular area was chosen because of its concentration of culturally and economically deprived families, many of whom had recently moved in from rural areas. There were some 2,500 families in the neighborhood, with a total of about 9,000 people. In 1963, 208 of the families had an income of less than $1,000. Less than half of the high school age youth were enrolled in school.

Special ES Interviewer Hugh Murray and Project Director Dave Beecher (standing left to right) discuss operational plans at a project staff meeting.

Special ES Interviewer Murray counsels a young applicant at the West End office.

The ES Interviewer accompanies the young applicant on a jobseeking visit to an employer.



While primarily a youth demonstration project, this cooperative war against poverty of body and mind was not limited to the young. The pilot action program was aimed at all who needed employment-related services. Its overall purpose was to develop more effective methods of reaching and serving culturally and economically disadvantaged persons, and to remove barriers to self-improvement. When barriers to satisfactory employment were uncovered, appropriate community services, public and private, were utilized—Family Service, Health Department, Housing Authority, Department of Family and Children Services, the schools, and other service agencies.

The Employment Service representative has maintained his office in the renovated dwelling and is under the direction and supervision of the ES field supervisor of the Atlanta area. An open channel for communication and operations exists between the special interviewer at the West End office and all local ES offices in the metropolitan area. Applicants may be referred to a local office when ready for placement service, but referrals to employers may also be made directly from the project office by the special interviewer.

During the first 7 months of the experimental West End Improvement Project, 281 persons, including 134 youth, were contacted or visited the special office. These included 169 males and 112 females. A total of 238 were seeking full-time work. Of the 281, 170 were referred to jobs for a total of 288 times. Of these, 125 were hired for a total of 153 times. Subsequent followups showed that 107 were still working. In addition, control cards have been completed on 77 for possible MDTA training, and 39 were enrolled in classes as of September 30, 1964. Also 11 have been referred for vocational rehabilitation service.

Results Are Promising

The results of this cooperative effort are encouraging, in view of the low employability characteristics of the applicants. Of the 281, a total of 224 had not completed high school, 28 having less than an elementary school education. Forty-three were still in school and interested only in part-time work. Thirty-two had police records and had served time for various offenses. Some were alcoholics; many had health problems; some had mental and emotional problems; very few had acquired usable skills. Many had apparently become discouraged and lacked motivation.

Many of the residents who reported to the West End office were not aware of the existence of the State Employment Service. Even when informed of the services available, many had no means of transportation, did not know how to get to an office, were embarrassed because of poor clothing, or simply lacked the initiative. Only by being searched out counseled, and encouraged by the ES representative were some of them placed and kept on jobs. Special efforts beyond the normal processes were required in serving these groups.

Improving Future Services

Reported results make up only part of the story of the effort to reach out to disadvantaged people in the West End community. The intangible effects on individual lives can never be measured. The ES has acquired information which has helped to clarify the directions of future action. The experiment has been of value in the identification of those youth and adults who need special services.

In the course of the various joint efforts of the Metropolitan Atlanta Area Employment Service personnel and community service agencies in serving culturally and economically deprived youth, it has been noted that many are suspicious of those who approach them. This is probably due to past experiences and disappointments. Patience and sincerity are necessary in winning their confidence. We must recognize them as individuals with individual needs and abilities. Different approaches are necessary to serve them adequately. One of our goals in the Atlanta area is to reach and to serve all those who have not yet become fully contributing members of society.

The *Industrial Outlook for 1965*, to be released early in January, presents detailed statements for 50 of the Nation's largest manufacturing industries (covering half of U.S. manufacturing output), and for construction and selected service industries. Each chapter reports on recent past and projected production levels, exports, imports, and employment trends.

An appendix contains growth estimates for each of the more than 400 manufacturing industries and prospective output figures for each of the States and the 39 largest metropolitan areas.

A section of the report analyzes productive efficiency among plants in 48 key manufacturing industries and shows that in these industries the most efficient plants are from two to five times more productive than the least efficient.

The *Outlook* volume is published annually by the U.S. Business and Defense Services Administration of the Department of Commerce.

Copies will be for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402.

Project Independence

EDWARD J. FINEGAN

A campaign to help public assistance recipients get off the welfare rolls and become self-sustaining is achieving successful results through stepped-up placement and training programs.

Inaugurated early in 1963, "Project Independence" is aimed at moving relief recipients from welfare rolls to payrolls. The project was jointly initiated by the Pennsylvania Public Welfare Department and the Department of Labor and Industry in cooperation with other departments and agencies of government.

All of the resources at the command of the State are enlisted in a concerted program to get jobs for public assistance recipients who are able to work or who can be rehabilitated to become self-sustaining citizens. An experienced vocational rehabilitation counselor was assigned to work exclusively with handicapped public assistance clients to increase the number of such persons entering training leading to productive jobs.

Expansion of training for public assistance persons under State and Federal training programs was an important element in the project. This was accomplished in Philadelphia and Pittsburgh through the Youth and Adult Program, which is aimed at the hardcore unemployed who have limited academic training. Many of these people lack fundamental skills in reading and writing to such an extent that they have been unable to benefit from the Federal-State manpower retraining programs underway in several Pennsylvania communities.

Also initiated was the assigning of public assistance liaison officers at the county level to work with local employment offices to accelerate the job placement of persons on public assistance. In some communities, employees of County Boards of Assistance are assigned full time to State Employment Service offices.

Local office managers were urged to meet with the executive director of the county boards to determine jointly the steps necessary to implement the agreement between the two agencies. A stepped-up plan was initiated to assure that employable public assistance recipients would be referred to available work opportunities. Emphasis was placed on initiative and resourcefulness in finding new and better ways of working together toward the common goals.

To integrate efforts of both employment offices and County Boards of Assistance for more effective action, special personnel were designated as liaison officers between the agencies. In a majority of local offices, the Employment Service counselor served as the contact with Public Assistance.

One important factor in the success of the program was the exchange of information between agencies. It was necessary to review files to make certain that all employable clients were registered for work. This required a joint "sit-down" discussion in order to evaluate each client's potential for work and to weed out those for whom the local office could perform no service.

Through these discussions between ES personnel and caseworkers, information was obtained about the client's background and education; training needs were determined; and a plan for any needed remedial measures was established.

In Philadelphia, welfare personnel to serve as liaison in the local office of the Employment Service were selected from the employment interviewer list and were trained by the Employment Service district staff in interviewing and application taking. These individuals are now located in all of the Philadelphia local offices. They serve as the County Board of Assistance contact with the Employment Service and arrange with the referral interviewer and counselor for services to be performed for relief clients. They also expedite action with the Employment Service on "failed action" reports and followup with clients during and after training to help them solve problems related to employability.

It was found that a number of the welfare clients interviewed were of a second or third generation on relief rolls. Some had depended on this financial assistance for years and had made little effort to become self-sustaining. The counselor had to use all resources at his command to motivate this group into becoming independent and a part of the work force. Some needed medical attention prior to referral; others required training; and some just needed a little encouragement to get them off the relief rolls and on a payroll.

As an example: A father of three from the Pittsburgh area who had received public assistance for more than a year is supporting his family today, thanks to the alliance between the County Board of Assistance and the Employment Service. Retrained as an electronics worker, the former relief client is employed at an annual salary in excess of $5,000.

This type of success story is taking hundreds from the relief rolls and, in just one county, it adds up to $200,000 a year saving for the County Board of Assistance.

In the last 3 months of 1963, a saving of $125,135 in public assistance grants was recorded through Project Independence. There were 305 relief cases closed through employment, and 148 persons received reduced grants through partial employment. During this period, 141 clients were accepted for job training.

Relief figures have been in a downtrend since the early part of this year. The number of welfare recipients in the first half of September 1964 fell to the lowest level since 1960. The State Secretary of Welfare reports: "The Bureau of Employment Security has done a lot of good work with its Project Independence; it is creating a climate for getting jobs."

(*Continued on page 33*)

Edward J. Finegan is Head, Employer Relations, Pennsylvania Bureau of Employment Security.

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Top, Area Counselor Jim Downs confers with the superintendent and two young men at a youth camp.

Below, Area Counselor Bob Gustafson lectures to classes in personnel and counseling at St. Cloud State College.

Top, Area Counselor Jeff Green and directors of the Ability Building Center (sheltered workshop) review work capabilities of a workshop trainee.

Below, Area Counselor Dave Maday confers with a vocational-technical school official regarding development of training in the 3R's.

Area Counselors Coordinate Service

GEOFFERY R. GREEN

Area counselors in Minnesota are coordinating efforts to provide higher quality counseling and maximum useful service to applicants throughout the State who need this help.

Minnesota's area counselor program is gaining new acceptance and is helping more applicants through increased use of community resources.

In the late 1950's, the Minnesota agency realized, as did many other States, that it was becoming increasingly difficult for part-time counselors in the smaller offices to maintain standards and at the same time provide continuity of service, serve an increasing workload, and strengthen community relationships. Although full-time counselors seemed necessary to achieve the desired standards, staffing budgets ruled this out of the question.

A decision was then made to inaugurate the use of full-time counselors, who would be responsible for a larger area which would include several smaller offices. These area counselors were to have three basic functions: (1) Responsibility for the entire counseling program in offices in their given area; (2) supervision of and assistance to part-time counselors in these offices; and (3) specific assignment to individual offices on certain days of each week. Area counselors are now assigned to each

Geoffery R. Green is Area Counselor at the Rochester local office, Minnesota Department of Employment Security.

of the 4 districts outside the metropolitan offices, with the 4 counselors having a combined responsibility for functioning in 11 of the outlying smaller offices.

The area counselor's prime mission is to assist each local office in providing quality counseling. He does this through supervision, training, and direct counseling. He must be well grounded in counseling fundamentals so that he can demonstrate by doing and teaching. He must also be able to help marshal all resources in a community in order to give maximum service to applicants. It is essential that he make use of existing agencies and community facilities. It is also important that he develop new programs, where needed, to strengthen the total employment counseling program.

Area counselors handle their programs in different ways to meet the specific needs of individual communities. All of them work within the same framework of responsibility that calls for maximum utilization of existing resources, plus the creation of additional methods and facilities, to provide a useful and responsible counseling service to every applicant needing help.

An area counselor in southern Minnesota discovered that the counseling relationship often suffered from the counselee's lack of reading ability. In the absence of inexpensive and convenient tutoring service in reading, he tried several ways of approaching the problem. His first step was to introduce the counselees to self-help methods, which worked only when the counselee had a great deal of initiative. Because low reading level ability seemed to be a rather widespread community problem, volunteers were enlisted to conduct reading clinics. This worked but it was quite limited and not as effective as desired. At the present time, the area counselor is seeking help from the State area vocational school in this community. Out of this, he hopes that remedial reading classes will be developed for those whose vocational plans have been hindered because of reading difficulties.

With counselor and local office staff time often limited, it becomes necessary for the counselor to look to other community agencies for help with many, and varied, related problems. This usually means seeking out existing agencies that are willing and able to perform such functions. Often, it means the Employment Service must assume various kinds of operational assistance for the other agency. Careful consideration and judgment are needed when entering into such a program or it can easily become just a "busywork" effort. The counselor must see that the agency is having an essential service performed, and that he will be able to carry out his part of the program with services compatible with his own regular job.

One program is being started with a sheltered workshop. In exchange for intensive selective placement services, counseling help, and job information, the workshop places marginal workers in sheltered work to gain experience. The workshop also provides training in "Preparation for the Job" and "How to Go About Finding a Job."

One of the essential duties of the area counselor is that of coordinating facilities and use of other governmental agencies in his area. Area counselors in Minnesota have tried to do this in a number of ways. Some are unique, while others will be recognized as just good old-fashioned working agreements.

One area counselor is working in cooperation with a State mental hospital and the State Division of Vocational Rehabilitation in a coordinated approach to planning for discharge of the patients. A similar program is carried on with a Veterans Administration hospital for the mentally disturbed.

Some interesting and useful programs are being carried on in connection with the Minnesota Department of Correction. One of these is with a State school for delinquent girls; another is with a State vocational training facility for delinquent boys. Still another is with a youth training camp located in the wilderness of northern Minnesota, far from established facilities for job counseling services. The area counselor, upon recognizing the problem in this remote camp, felt that he might be able to offer a program that would be helpful both to the 16-to 21-year old boys there and to the communities to which they will return upon release. He made regular trips to the camp to provide the boys with testing and counseling services and job information about their home communities. The local office receives information obtained by the area counselor and uses it to expedite the vocational adjustment of returning youth. Now when a boy is released, he is encouraged to report directly to his closest local office for placement and for continuation of counseling service.

A program such as this must be well planned and coordinated. An area counselor is perhaps better equipped to do this because of the degree of flexibility in his operation.

While all area counselors work with local offices in helping to develop efficient cooperative school programs, some have taken different approaches. Three of them make regular visits to colleges located in their areas to talk to seniors and graduate students in education and guidance curriculums about the services offered by the Employment Service. Better understanding of the Employment Service is resulting in better reception of cooperative school programs by school counselors and teachers.

Through expansion of the area counselor program, the Minnesota Employment Service plans to reach all areas of the State with the quality employment counseling needed.

Project Independence

(*Continued from page 31*)

As a result of the enthusiasm and cooperation between the County Board of Assistance and local ES offices, more public assistance clients are being placed in jobs and in training, and more promptly.

The gains for the individuals restored to independent and productive living are self-evident, as are the benefits to the community. It is anticipated that Project Independence will have far-reaching effects on the public assistance programs, on the Employment Service, and on the people served.

Abilities for ADP Occupations

JOSEPH SEILER

One of the goals of the USES test research program is to determine aptitudinal requirements, as measured by the GENERAL APTITUDE TEST BATTERY, for successful on-the-job performance in new occupations emerging from technological advances. Knowledge of such requirements permits State Employment Service local offices readily to identify applicants having aptitude qualifications for employment in the increasing number of job vacancies for these new occupations. This article describes the research on the development of aptitude test norms for four occupations created by the use of high-speed automatic data-processing equipment.

Need for increased speed and accuracy in handling mass data has been fulfilled by the development of electronic computers and related equipment. Automatic data processing, or ADP—an outgrowth of advances in the field of electronics—is characterized by both mathematical calculation at fantastic speeds and storage of facts in a "memory" mechanism. ADP equipment is widely used in government, business, and industry for accounting and bookkeeping, inventory control, office records, cost analysis, charge accounts, and payrolls. Computers are being used in handling and moving materials, controlling production machinery in factories, forecasting election returns, guiding missiles, tracking satellites, and in analyzing data for a wide range of physical and social science research.

Automatic data processing is an electronic "input-output" operation. The computer's input consists of (1) data in the form of punched cards, paper tape, or magnetic tape, and (2) a "program" or machine language, usually in the form of a magnetic tape, which the computer uses to process the data. The output is the written answer to the problem solved by the computer. The "program" is developed by a *programer* who initially obtains detailed information about the problem to be processed. Generally, the programer prepares a flow chart, or diagram, showing the order in which the com-

NINE APTITUDES MEASURED BY TWELVE TESTS IN THE GENERAL APTITUDE TEST BATTERY

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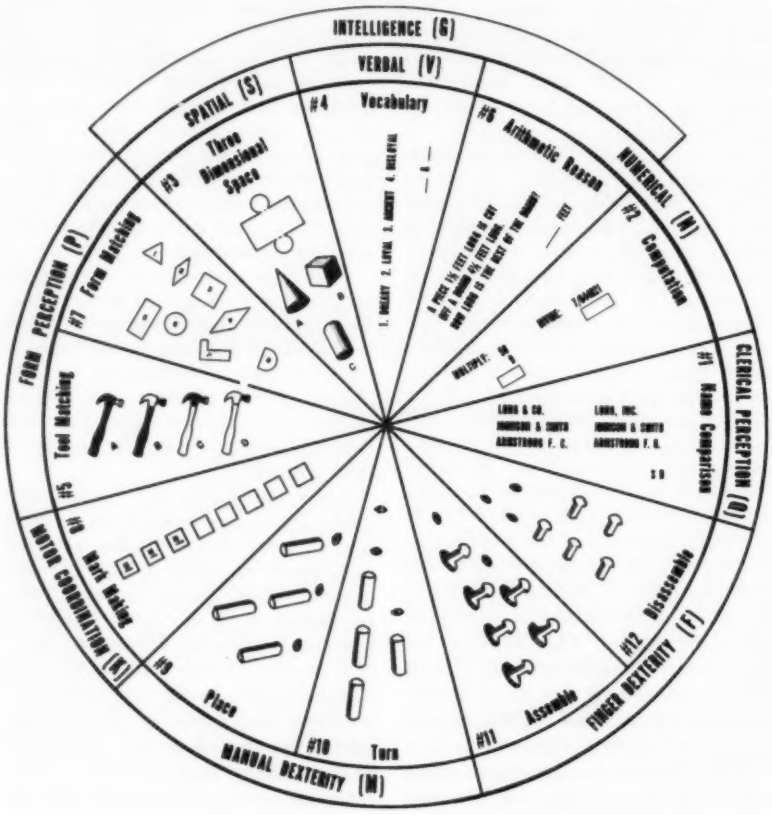

Joseph Seiler is in the Branch of Occupational Test Development, U.S. Employment Service.

puter must perform the various operations. For each operation he prepares detailed instructions which are transferred to the computer's memory. The exact manner in which a program is developed depends on the nature of the problem. Mathematical calculations involved in preparing a payroll or inventory are quite different from those required in scientific work, such as the designing of aircraft and missiles. Consequently, there are at least two types of programers: Those concerned with the application of ADP to business problems (*business programer*); and those concerned with the application of ADP to engineering and scientific problems (*engineering and scientific programer*).

After the input has been developed for the computer, a *console operator* prepares to start the data processing. The console operator first examines an instruction sheet prepared by the programer to determine the procedure to be followed. He sets up, monitors, and controls the operation of the computer and related electronic equipment. In operating the central control unit (console), he manipulates many switches and observes various lights in order to assure the proper functioning of the program. When data processing is completed, the console operator removes the input from the ADP equipment and prepares reports on the functioning of the computer operation. He then obtains the output, or written solution (in words and numbers), to the problem by removing printed forms from high-speed printers.

Thus, the primary responsibility of the programer is to write the program, and that of the console operator is to run the program. The supervisor of both the programer and console operator—the *systems analyst*—usually has overall responsibility for the entire ADP operation. The systems analyst is primarily concerned with determining a project's suitability for the computer system, estimating costs, and resolving programing problems. As with programers, some systems analysts deal with the application of ADP to business problems, while others are concerned with the application of ADP to engineering and scientific problems.

GENERAL APTITUDE TEST BATTERY

G—General learning ability.	Part 3—Three dimensional space. Part 4—Vocabulary. Part 6—Arithmetic reason.	Ability to understand instructions and underlying principles; the ability to reason and make judgments.
V—Verbal aptitude.....	Part 4—Vocabulary.....	Ability to understand the meaning of words and to use them effectively. Ability to comprehend language.
N—Numerical aptitude.....	Part 2—Computation..... Part 6—Arithmetic reason.	Ability to perform arithmetic operations quickly and accurately.
S—Spatial aptitude.....	Part 3—Three-dimensional space.	Ability to think visually of geometric forms and to comprehend the two-dimensional representation of three-dimensional objects. Ability to recognize the relationships resulting from the movement of objects in space.
P—Form perception.....	Part 5—Tool matching..... Part 7—Form matching.	Ability to perceive pertinent detail in objects or in pictorial and graphic materials.
Q—Clerical perception.....	Part 1—Name comparison.....	Ability to perceive pertinent detail in verbal or tabular material.
K—Motor coordination.....	Part 8—Mark making.....	Ability to coordinate eyes and hands or fingers rapidly and accurately in making precise movements with speed.
F—Finger dexterity.....	Part 11—Assemble..... Part 12—Disassemble.	Ability to move the fingers and to manipulate small objects with the fingers, rapidly and accurately.
M—Manual dexterity.....	Part 9—Place..... Part 10—Turn.	Ability to move the hands easily and skillfully. Ability to work with the hands in placing and turning motions.

The U.S. Employment Service, with the cooperation of the Data Processing Management Association in Milwaukee, Wis. and 20 member employers, 10 employers in California, and the California and Wisconsin State Employment Services, conducted research to determine key aptitudes and cutting scores on the GENERAL APTITUDE TEST BATTERY for specific occupations. These aptitude-cutting score combinations differentiate the good from the less efficient workers currently performing the automatic data processing jobs of (1) business electronic data processing systems analyst, (2) business programer, (3) engineering and

scientific programer, and (4) console operator. A separate study was conducted for each occupation; 475 workers volunteered to participate.

The first step was a job analysis. From direct observation and interviews with individuals performing the job, information was obtained on the duties, skills, knowledges, abilities, and training time required. Close attention was paid to the aptitudes involved in performing the job.

The second step was the choice of a suitable criterion or measure of job proficiency. Using supervisor ratings as the criterion, each worker in the study was to be rated on a scale containing nine items corresponding to various aspects of the job.

Each individual in the study was given the entire GATB—a group of aptitude tests which measure capacities to learn various jobs. Unless a scientific tryout of all the tests is made, it is not possible to determine which tests will distinguish the more efficient from the less efficient workers in a particular occupation. The GATB in current use takes about 2½ hours to administer and yields 9 aptitude scores from 12 tests (see page 35).

Finger dexterity and manual dexterity are measured with the use of apparatus; other aptitudes are measured by paper-and-pencil tests. GATB raw scores are translated into aptitude scores by use of conversion tables. Aptitude scores are standard scores, with 100 representing the average for the general working population, and having a standard deviation of 20.

After administering the entire GATB and obtaining supervisory ratings for each worker, data for each occupation were analyzed in four ways to determine the key aptitudes for the job being studied: (1) the scores for each of the aptitudes of the GATB were correlated with the supervisory ratings; (2) the average score was computed for each of the aptitudes and compared with the average for the general working population; (3) the standard deviation was computed for each of the aptitudes and compared with the standard deviation for the general working population; and (4) the job analysis information was evaluated qualitatively. Results of these analyses showed that the key aptitudes of G—General learning ability, V—Verbal aptitude, N—Numerical aptitude, and S—Spatial aptitude were required for performing the job duties for business electronic data processing systems analyst, business programer, and engineering and scientific programer. Only aptitudes G, V, and N were required for the console operator.

After the key aptitudes were selected, minimum qualifying scores were set for each. These were set at the point which provided good differentiation between the better and less efficient workers, as indicated by a significant relationship between the supervisory ratings and the test scores. An individual is considered qualified for the job only if he scores at or beyond the minimum for each of the key aptitudes. The set of key aptitudes and minimum qualifying scores established for the occupations studied are as follows:

Occupation	Aptitudes			
	G	V	N	S
Console operator	110	95	100	.....
Business programer	115	105	110	105
Business electronic data processing systems analyst	120	105	110	105
Engineering and scientific programer	125	110	110	105

Statistical analyses of data for these occupations showed that both types of programers and the systems analyst should be incorporated in the same occupational family—Occupational Aptitude Pattern (OAP) No. 1 of the January 1962 OAP structure for the GATB. Since an estimated 200,000 individuals may be employed in these three occupations by 1970, their incorporation into the OAP structure—the GATB vehicle for vocational counseling—significantly enhances its value.

Fill—or File?

The word "file" is probably the most overused bureaucratic term in the English language. We preach incessantly to our staff on the pristine virtues that go along with the technical niceties of a blue ribbon ES form and file system. We like to think that this is, somehow, related to doing a good job.

Although many of our people recognize the utter futility of this ritual in terms of assuring an effective program, there are entirely too many of us who take refuge behind the protective walls of approved procedure under the specious guise of technical efficiency.

Many a well-filled-out card leads a half-life through the hazards of a validity period in an active file only to find a precipitous demise in an unemployed limbo. What an inglorious end to such a shining technical achievement!

Maybe it would be better if we deemphasized the "system" and helped the applicant find a job. After all, that is why Bill, Pete, Michael, June, and Kate came to us in the first place. This would constitute a truly effective if not efficient performance. I have learned not to be too certain of many things in my work life, but I am sure that any applicant can be placed in employment if he is interested and able and if we are interested and able.

What a grand opportunity presents itself, after a "hire" has been verified, for an interviewer to call the employer after a week or so to inquire as to how the newly placed worker is getting along. This is only one of many ways to make employer friends—an easy, effective, golden opportunity way. The way not to nurture customer friendship is to file the recently

hired worker's application card routinely in the inactive file, do nothing about contacting the employer, and thus possibly kill the chance of future orders with one disinterested thrust of the expert's index file finger.

How many orders were filed and not filled last week, last month, last year? How many will be in the future? In how many cases do we keep in continuous touch with the employer to keep him posted as to current developments, problems, progress, possible specification changes, etc.? Maybe what we need more than a "hot line" for reporting rapidly the technological displacement of workers due to automation is a scorching production line for the filling of employer orders.

Remember: It is in the filling that we fulfill our mission. It is after the mission is fulfilled that we should file. For in the filing we may miss our mission and fill only our file.

JOHN M. CLARK

Director,
Pennsylvania State Employment Service

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The School Counselor in the ES

Where might a school counselor have the best opportunity to observe the "world of work" in general and get a more realistic viewpoint of the problems which are met by those who seek jobs?

In May of this year a bulletin was issued by the Florida Industrial Commission providing for the utilization of school counselors by the local Employment Service offices for a 2-month period.

The school counselors were employed for several purposes: To improve working relations between the Employment Service and the schools; to provide school counselors with information on the job market and on Employment Service materials and procedures; to give Employment Service employees more insight into the school counseling program; and to help meet counseling and placement workload during the vacation period. The more specific assignment was to work with the counseling and placement of out-of-school youth.

This very fine opportunity of working hand in hand with the Florida Employment Service in the Clearwater office has provided an excellent means of observing and working with the products of our schools in their search for employment. Here we see a cross section of youth seeking work: The college and high school students looking for summer jobs; the high school graduate, not planning to enter college, who is trying to enter the job market; a small percentage of the college graduates looking to the Emploment Service to aid them in entering their chosen profession or vocation. For the most part, however, we see the hard core of the unemployment problem—the untrained, unmotivated school leaver seeking desperately to enter the world of work without being adequately prepared.

The school has encouraged potential dropouts to continue in school and has made effective attempts to re-enroll in evening school those who have dropped out. The Employment Service has made every attempt to find employment for them on the level indicated by their qualifications. Both agencies have encouraged further training.

I feel most definitely that the working relationship established by this assignment of school counselors for summer work has established a more vivid picture of the job to be done by all concerned in helping these youth to find their rightful place in society and to establish themselves in the world of work. We of the school will feel more impelled to show our students the hazards of facing the working world without adequate preparation. This assignment reemphasized to us that the feasibility of staying in school should be explored somewhat more thoroughly when a potential school leaver is being counseled. The picture can be more vividly painted to our school counselees of the frustrated youngsters who seek any type of work which might be available, often jobs of just a few days' duration, to supply sustenance for their needs. Many of these youngsters have taken on added responsibilities of a family, thus finding it especially difficult to take advantage of the training offered by vocational schools, technical schools, apprenticeship programs, or government-sponsored training programs. We as school counselors will stress the opportunities of such programs for those who cannot go to college. We will also stress the importance to high school seniors of taking advantage of the testing and counseling program being carried out by the Employment Service. Every senior who plans to begin working at the termination of his high school career should avail himself of this most complete program, which has as its goal the placement of its participants in a suitable entry occupation.

I feel that I have been richly blessed through this working relationship. I hope the Employment Service, too, has profited in a way more lasting than merely the completion of the work which I accomplished. I hope I have left something of the schools' feeling of preparing youngsters to face the world—not only the vocational phase, but as a whole person—something of the devotion of our fine teachers who strive to impart their chosen subject matter to the child in an atmosphere of understanding—something of the way in which the school sees each student as an individual who can best face the world if his full potential is uncovered and used, along with the zest for life which will be inspired by the examples set by teachers and other adults.

May we strive more diligently to meet the needs of all persons through a cooperative spirit with empathy toward all.

W. R. OLIVE

Guidance Coordinator,
Safety Harbor Junior High School and Pinellas Adult Education Program, Clearwater, Fla.

New Challenge

Employment Service counselors will be on the frontlines in the Nation's war on poverty, and the problems and challenges they face in the emerging Youth Opportunity Centers and other new programs are highlighted here.

After a year of planning, preparing, and pilot-projecting, the employment security system is about to launch a series of dynamic programs designed to wage unrelenting war on poverty in the United States.

Since the rate of youth unemployment has been consistently three to four times as high as that of adults, most of the new programs have their major focus on young men and young women between the ages of 16 and 21.

Central to the success of the antipoverty programs are the counselors of the Employment Service. They will be in the frontlines. Just as the War Against Poverty will change the lives of jobless youths, so will it inevitably change the lives and habits of Employment Service counselors.

A counselor discusses vocational plans with a school-age youth.

The dimensions of the problems of disadvantaged youth are staggering. More than 5½ million youths between 16 and 21 are members of families having incomes below the $3,000-a-year poverty level. Nearly three-quarters of a million youths in these age brackets were out of school and out of work last year. More than 800,000 young men will be examined and rejected by the Armed Forces this fiscal year because of failure to pass the Armed Forces Qualifying Test, an educational achievement examination beamed at an eighth-grade level.

Many of these disadvantaged youths have had no contact with the employment security system. A study of 2,500 failing to meet Selective Service requirements disclosed that 3 out of 4 had never been to an Employment Service office or filed an unemployment insurance claim. Out of 60 school leavers interviewed in Syracuse, N.Y. in a special study, only 3 had come to the Employment Service before looking for work on their own—and these 3 had been referred by their probation officers.

The Syacuse study by Ira E. Harrison of the Syracuse University Youth Development Center ("The State Employment Service and the Attitudes of 'Unemployable' Dropouts," August 1964) has special significance for counselors wanting to understand disadvantaged youth.

Mr. Harrison tape-recorded interviews with "60 boys (44 whites, 16 Negroes) under the age of 18 who have left school, experienced difficulty in obtaining or keeping jobs, have gone to the local office of the State Employment Service for placement help, and have been classified by the office as 'presently unemployable' in the local labor market. They have been referred to a work and training program sponsored by the local youth board and the New York State Division for Youth."

Surprisingly, Mr. Harrison found that the parents and the school leavers themselves generally express favorable or neutral attitudes toward the Employment Service. Only 14 percent of the parents and 11.5 percent of the youths have essentially negative attitudes toward the Employment Service. Although Mr. Harrison found that most of the Negro school leavers had negative attitudes toward the Employment Service, the negative and neutral expressions were due not to discrimination but to lack of placement.

As Mr. Harrison points out, "Dropouts visit hospitals, bowling alleys, grocery stores, theaters, cemeteries, and construction crews looking for work. The State Employment Service appears to be one of the last stops for dropouts, or one of a series of return trips where they 'might be lucky' and find a job."

It is too easy to shuck off a youngster's comments by

Harry Kranz is Assistant Administrator for Manpower Operations, Bureau of Employment Security.

for Counselors

HARRY KRANZ

classifying him as "unemployable," "uneducable," or even "untestable." He may be unskilled and jobs are probably scarce. Interviewing and factfinding do take time.

But, we also need to look at *their* side. Many of those interviewed by Mr. Harrison are not unmotivated. They want to work, and are actively seeking a job. They need some immediate satisfaction, but they also need guidance in preparing for a permanent job.

In the past, some counselors have felt that there is little they can do for underprivileged, undereducated, unskilled youngsters, especially those who have little motivation. Our challenge will be to do what virtually no one today feels fully capable of doing—to test the "untestable," to help educate the "uneducable," and to find employment for the "unemployable."

As Secretary of Labor W. Willard Wirtz has said: "To accept the plight of these young Americans as beyond help would be a cruel error. They can know the satisfaction of contributing their labor, of achieving goals and enjoying rewards, but to do so they need help.

"We are going to provide that help and as a first step we are establishing Youth Opportunity Centers."

Broadly viewed, the development of plans to establish Youth Opportunity Centers throughout the Nation was an outgrowth of the three great revolutions of our time: (1) The population revolution in which the postwar accelerated birth rate is yielding a bumper teenage crop which will bring 30 million young people into the labor force in the next decade, of whom more than 8 million will not have completed high school; (2) the automation revolution, which is wiping out unskilled jobs that dropouts formerly filled; and (3) the human rights revolution, in which the disadvantaged of our Nation, both white and Negro, are no longer content to suffer poverty in silence.

Of more immediate significance in defining the roles of counselors in the emerging YOC's and other new programs, was a series of dramatic events this past year.

Two crucial events occurred in December 1963. One was the publication of "One-Third of a Nation," the report of the President's Task Force which dramatized the fact that one-third of our young men could not qualify for military service because of educational or health deficiencies. Those rejected for educational defects were mainly the products of poverty-stricken homes and had had great difficulty finding or keeping meaningful jobs.

In that same month, Congress enacted significant amendments to the Manpower Development and Training Act, putting new emphasis on the training of disadvantaged youth, and the House Committee report on the MDTA amendments criticized Employment Service counseling and testing—both as to quantity and quality.

In February 1964, the President and the Secretary of Labor directed the Bureau of Employment Security to initiate a program of rehabilitation for the thousands of young men disqualified by the Armed Forces because of educational deficiencies. With the full cooperation of the State agencies, the Selective Service rehabilitation program was launched in February 1964.

From February through October 1964, a total of 250,200 of these Selective Service casualties were sent letters by their local draft boards, urging them to contact the ES. Of the 44,600 who reported, 25,700 were counseled, 7,600 were placed in jobs, and nearly 1,000 were placed in training. Two-thirds of those who reported for assistance were unemployed and 80 percent of them had not completed high school.

A local office counselor paves the way for a youthful applicant.

Although only 18 percent of those invited to visit the ES for help have come in as a result of the letter—there has been virtually no followup as yet of those who did not report—the capacity of the ES to serve the 44,600 who did report has been relatively limited up to now. The MDTA youth training regulations were rewritten to reflect the congressional intent with major emphasis

given to serving disadvantaged youth, including Selective Service select-outs. However, since MDTA funds were relatively scarce during most of this period, training opportunities were largely unavailable for these youths.

Experience with the Selective Service rehabilitation program, nevertheless, has highlighted the need for an out-reach program, for more training and work-training possibilities, for more and better counseling, and for increased efforts at job development and placement activities for disadvantaged youth.

As we wrestled this spring and summer with the problems of the Selective Service referants, President Johnson's antipoverty legislation was introduced into and enacted by Congress. Through its Job Corps section, this highly significant legislation has opened the possibility for training and work assignments each year for up to 240,000 young men and women, in the 16–21 year age bracket.

Thus, during the past year, the Youth Opportunity Center evolved from the needs of disadvantaged youth generally and Selective Service referants specifically; out of the need for a new community-based mechanism that would attract and deal with the employability problems of 16- to 21-year olds and could recruit, select, and refer youths to the new MDTA, Jobs Corps, and Neighborhood Youth Corps programs.

Youth Opportunity Centers are being established initially in 105 labor areas throughout the country. It is expected that there will be at least one in each State, with several centers in our largest metropolitan areas.

While the centers will serve all youth, 16–21, their major emphasis will be on the disadvantaged. Their services will include out-reach personnel and facilities to recruit and motivate the alienated youth of our slum tenements and rural cabins, through group and individual counseling, nonreading and other testing, creative job development and placement activity, and post-placement followup.

Referral of youths to MDTA youth programs, and, upon request, to the Neighborhood Youth Corps work-training programs, and to the Job Corps camps and training centers will also be a vital task of the YOC's. Other youths in need of remedial services, will be referred to a variety of public and private health, welfare, and medical agencies for rehabilitation prior to placement.

At every stage of the YOC's operations, counseling personnel, who will comprise more than 50 percent of each center's staff, will play decisive roles. They will have to recruit and motivate, to counsel and test, to recommend placement, and to follow up.

Aware of the existing shortage of 31,000 counselors in the United States, sentitive to congressional and other criticism of ES counseling quality and quantity, and anticipating the programs in which additional trained personnel would be needed, the Bureau of Employment Security last summer initiated the crash (Counselor-Advisor University Summer Education) CAUSE project.

In cooperation with the State employment security agencies, Project CAUSE recruited and tested 22,000 persons in 10 days; from these, 1,900 were selected and invited to train at 27 major universities; 1,750 successfully completed their 8–10 weeks of training as counselor aides or youth advisors.

Most of the CAUSE "graduates" have been hired by the State ES agencies and are being given interim on-the-job training as a prelude to the work in Youth Opportunity Centers for which they have been specifically trained.

While most of these aides and advisors are not yet professional counselors, they will be of invaluable help in reaching out to the disadvantaged youth whom the centers will attempt to attract.

The counselor aides and youth advisors, working out of the Youth Opportunity Centers, will talk to these youths where they congregate, whether it be the street corner or the local garage. They will talk to them in their own language and explain patiently and clearly the new, exciting programs available through the YOC's.

Passage of the antipoverty legislation and the establishment of Youth Opportunity Centers are only the beginning of the challenges which confront every ES counselor and staff member, not just the CAUSE graduates.

First, there is the challenge of reaching out to the youngsters who don't come freely to the ES for help. For the Selective Service referants, (based on five State pilot projects last spring), it is clear that this means stationing one or more counselors at the Armed Forces induction centers where the rejections take place so that we can motivate these youths to visit their local ES and YOC offices for help.

For school leavers and disadvantaged youth generally, it has been suggested that some kind of immediate payoff is needed to entice them into the YOC or ES local office.

One interesting suggestion which could partially relieve the problems of these school leavers was recently advanced by William C. Kvaraceus, director of youth studies for the Lincoln Filene Center for Citizenship and Public Affairs, and professor of education at Tufts University. Professor Kvaraceus suggests:

"If we are to get out from under the yoke of poverty and undereducation, it will also be necessary to make high school and college feasible by making payments to students to study and work in school.

"Paying students to stay in school and study is practical, economical, and psychologically sound. It is hardly a novel idea. It has been used in this and other countries * * * Under the National Defense Education Act we have been paying counselors in training, including a stipend for each child. If this is good for counselors, it may also be good for counselees."

Ira E. Harrison, in his previously mentioned Syracuse study on the attitudes of "unemployable" dropouts toward the Employment Service, has recommended that, if the local office cannot provide immediate placement in a job or referral to a special youth program, "it might consider hiring high school youth to work in the State ES office so that youth can identify with the State ES, and at least 'feel' that the State ES will and can eventually help them." The possibility of providing such work-training oppor-

School leavers often find only monotonous, routine jobs open to them.

tunities at YOC's and local offices under Neighborhood Youth Corps project sponsorship is currently being explored.

Once the disadvantaged come to the Youth Opportunity Center, we will need to adopt new techniques to retain their interest while their employability is being increased. This will include such measures as adjustment or "welfare" counseling and work-evaluation tests for the "untestable."

The concept of adjustment counseling implies that counselors will have to devote more attention than previously to personal problems which are not strictly vocational. There is a high incidence of disturbed homes and disturbed psyches among disadvantaged youth. Some will require referral to family services; others to psychiatric services.

Counselors in the Employment Service must be trained to understand and motivate such persons, and they must also be thoroughly familiar with public assistance, child welfare, and other public welfare agencies which have, over a period of many years, extended a wide network of services to disadvantaged groups. These agencies can be of major assistance in performing specialized services for individuals who are in need of such essential items as medical care, babysitters, foster homes, and financial assistance.

We need to devise new methods of testing the "untestables." The "untestables" are those whose scores on the GENERAL APTITUDE TEST BATTERY are too low to reveal any occupational aptitude patterns, who appear to be too retarded, or who are too emotionally disturbed to take the 2½-hour test battery.

A number of experimental projects operated by nonprofit private vocational guidance agencies, using techniques originally designed for the handicapped, apparently have demonstrated successfully that we can test the "nonverbal, alienated youth who cannot be measured by standardized paper and pencil tests." The new testing procedure has revealed that the majority of these "failures" have average or low-average intelligence.

The tests are not administered at a desk in an office. They are given in a 3- or 4-week period at a workbench in what appears to be a real factory. They are not taken with pencil and paper. Substituted for these symbols of school failure are job-related materials such as wires, screws, pipes, and industrial fabrics.

Many of these new challenges are yet to come. We do not have the equipment or the trained personnel in ES offices to administer work-tryout evaluations of disadvantaged youth, although a number of pilot projects are about to get underway. We must still rely largely on loaned personnel from public and private welfare agencies to deal with the non-employment counseling problems of the jobless. Although Project CAUSE has more than doubled the number of college graduate ES personnel with training in employment counseling, much more training is needed. Unless counselors keep abreast of these new techniques and methods through additional education and training, both in-service and out-service, they may well be placed in the role of professional Pied Pipers whose offer of hope is a hoax.

The counselors themselves must have the commitment, imagination, and information to make the new, bold programs work—and work well. Although additional training is necessary in many instances, counselors should ask themselves how well informed they are about the occupational outlook for youth and the changes proposed in the occupational structure of the United States to solve the crisis in youth unemployment.

Counselors Hold Key to Better Future

A counselor must himself believe—with the kind of conviction that is increasingly rare these days—that there is a possibility of finding rewarding roles for low income youth and other disadvantaged persons in the greater society. He must communicate genuine enthusiasm and excitement if he is to motivate unwilling young persons to take the training programs proposed under the Economic Opportunity Act.

The new programs will place even greater demands upon the counseling staffs of the Employment Services. These demands should be regarded as a welcome challenge—as an opportunity to do that which could not be done before.

The critical role of the counselor in motivating deprived youth is perhaps nowhere better described than in the Old Testament where the prophet Joel declares: "Your old men shall dream dreams and your young men shall see visions."

If our counselors have no dreams of a better future for underprivileged youth, how shall our youth form the visions necessary to carry them forward?

Poster for Youth

THIS 11- x 17-inch POSTER was prepared by the Youth Services Division of the Oregon Department of Employment for use on local office bulletin boards and for posting in high schools served by these offices. In addition to the poster, a 3½- x 8½-inch card was prepared and distributed in nominal quantities to each local office. The cards, which contain the same format as the posters on the front, also contain additional provocative information for youths to think about, especially if they are considering dropping out of school. The cards are distributed to youths applying at the employment offices for work or guidance.

WHY

STAY IN SCHOOL?

YOU HAVE ONLY A BETTER LIFE TO LOSE

YOU SHOULD OBTAIN THE MAXIMUM EDUCATION POSSIBLE BECAUSE—

SKILLED JOBS ARE INCREASING — UNSKILLED JOBS DECREASING

THE AVERAGE HIGH SCHOOL GRADUATE EARNS 44% MORE THAN THE GRADE SCHOOL GRADUATE

THE AVERAGE COLLEGE GRADUATE EARNS 70% MORE THAN THE HIGH SCHOOL GRADUATE DURING HIS LIFETIME

THE JOBLESS RATE OF THOSE WITHOUT A HIGH SCHOOL DIPLOMA IS 8% AND INCREASING

UNEMPLOYMENT IS TWICE AS HIGH AMONG HIGH SCHOOL DROPOUTS THAN HIGH SCHOOL GRADUATES—8 TIMES HIGHER THAN COLLEGE GRADUATES

AN EDUCATION WILL HELP YOU APPRECIATE MORE THINGS AND OPEN NEW WAYS TO ENJOY LIFE.

CAUSE

Points a New Direction

JOHN K. HARRIS

The role of the counselor aide or youth adviser will be to seek out disadvantaged youth wherever they congregate, gain their confidence, and direct them toward professional counseling.

The story behind Project CAUSE, from the planning stage to completion, is told here and reveals how this unique crash project was accomplished successfully despite difficult poblems and some trying circumstances.

The Department of Labor's crash program, CAUSE (Counselor-Advisor University Summer Education), which succeeded this summer in training 1,750 counselor aides and youth advisors, was described recently by Secretary of Labor W. Willard Wirtz as "the reflection of what is probably the most worthwhile thing that is going on in government in this country today."

The initial planning for Project CAUSE began in April of this year when an "Ad Hoc Youth Manpower Services Task Force" met in Washington under the chairmanship of Robert C. Goodwin, Administrator for the Bureau of Employment Security.

This task force, composed of experts drawn from both the Government and such private organizations as the American Personnel and Guidance Association, recommended "a new approach to the counseling and selection of staff, with broadened use of counseling aides, indigenous workers, and group counseling."

Out of this suggestion grew Project CAUSE. The basic purpose was to train between 1,000 and 2,000 counselor aides and youth advisors under a crash program which would use the services, facilities, and staff of strategically located universities and colleges and the State Employment Services.

To accomplish this, a team of skilled consultants and experts was hastily recruited. In addition, knowledgeable persons were detailed to the project from the Department of Labor, from other departments of Government, and from the regional offices of the Bureau of Employment Security.

By late May, a team of consultants was crisscrossing the Nation, negotiating with university and college officials on the details and costs of conducting the program. At the same time, a recruiting campaign was being mapped out to use virtually all communication media.

Equally important was the design of the curriculum. It was decided that the training programs would last from 8 to 10 weeks and run 10 hours a day, 5 days a week. Ten hours each week would be devoted to on-the-job training in cooperation with the various State Employment Services in the States in which the universities and colleges were located. The remainder of the time would be spent in classroom work, individual study, and group discussion.

Each university and college was given a complete curriculum guide which stressed that, while innovations would be welcome, the primary purpose of the course was to help the trainees better understand the nature of the social problems of youth unemployment, with particular emphasis on the effects of poverty, discrimination, inadequate education, and changes in job requirements.

Eventually, 27 institutions were selected to conduct the training. They ranged geographically from Springfield College in Massachusetts to San Diego State College in California.

After a number of unavoidable delays, Secretary Wirtz announced the project on June 17. Between that date and June 27, it was necessary to mount an intensive publicity and information campaign; print and mail the tests and scoring templates to nearly 2,000 local Employment Service offices; and send 200,000 application forms to these same offices along with instructions on how the tests should be scored and returned to Project CAUSE headquarters in Washington.

The results of these intensive, often frantic, efforts were remarkable. In the 9 days following the Secretary's announcement, nearly 22,000 persons applied for the training program and a similar number took the examination. These 22,000 applications and test results were then given a rough screening by a group of 31 State Employment Service personnel drawn from each of the Bureau of Employment Security's 11 regions.

The test itself was designed to select candidates who possessed the

John K. Harris, now in the Office of Economic Opportunity, was Director, Counselor-Advisor University Summer Education Project, Bureau of Employment Security.

characteristics that would enable them to become successful counselors. The first characteristic consists of personal qualities which enable an individual to learn and function in counseling relationships with young people. The other includes possession of certain knowledge and techniques, though it should be pointed out that information and techniques can be taught successfully to persons capable of receiving and profiting from training.

Three classifications were established for the trainee applicants: (1) Those who had qualifications which at the end of training would significantly exceed the minimum requirements set by the appropriate job specification; (2) those who would be minimally qualified at the end of the training; and (3) those who were below minimum standards.

Assignment to the appropriate classification was based solely on the application and the objective information it contained. The strategy behind this was to retain for detailed consideration only those who seemed eminently qualified to become either counselor aides or youth advisers.

Two primary points were considered in selecting the applicants for fine screening. The first was the Personal Factor Rating, which was based on information contained in the application form. Particular emphasis was given to an essay-type question which asked, in substance, why the applicant wanted to work with disadvantaged youth.

The second point was the qualification rating. This was based on the applicant's experience in related occupations, education, and score on the cognitive portions of the examination. The examination results were weighted so that the mental ability score was given more importance than knowledge relating to any specific social science or to counseling.

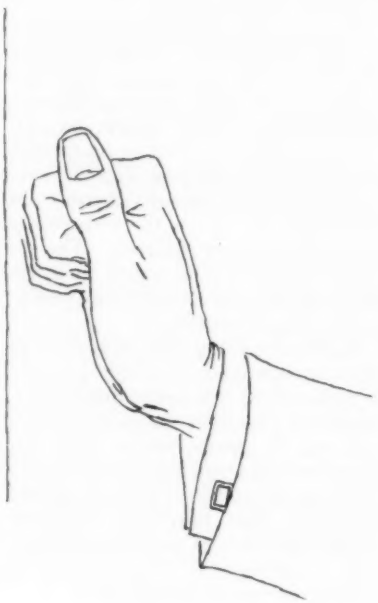
To accomplish the job of screening, testing, and selecting on time, it was estimated that Project CAUSE would need at least 100 employees. However, its permanent full-time staff never exceeded 75 and, for the most part, consisted of less than 50 professional and clerical employees. Only 23 persons spent 3 months or more of full-time work on the project.

A number of student employees were used. Most of these were either freshmen about to enter college or recent graduates. As one CAUSE administrator put it, "The students carried out professional assignments and administrative responsibilities far above their grade level and deserve much credit for the project."

In all, out of the 21,993 who took the examinations, 4,466 applicants were sent to fine screening. Of these, 3,497 were selected for training and 1,903 appeared on the 27 campuses. Only 75 were separated during training. Thus, 1,830 completed the course, of whom 1,750 were certificated as successful graduates.

Forty-five percent of those who were invited to attend the training program refused. The most common reason given was that they had accepted a new job (trainees had to be unemployed at the time training began). The second reason was that insufficient time was given in the notice of selection. Because of the crash nature of the program, a large number of those selected were given only a few days' notice.

In future programs, it would be desirable to provide additional time between the invitation to training and the reporting date.



Background of Trainees

The trainees themselves came from widely diverse backgrounds and occupations. Fifty-four percent of the trainees were men and 46 percent were women. The youngest was 20 and the oldest was 65 years of age. More than half of the trainees were age 30 or under.

Their educations varied as widely as their backgrounds. Three youth advisors had less than a high school education. However, all of the 1,376 counselor aides and 43 of the youth advisors had completed at least 4 years of college.

The most common degree was Bachelor of Arts. This was held by 911 trainees. Next was Bachelor of Science, a degree held by 354 of the trainees. Five had Bachelor of Law degrees and one was Doctor of Philosophy.

Of the trainees, 1,095 had previously held professional or managerial jobs, 399 having been teachers or school administrators. There were 106 social workers, 106 managers, 34 authors, editors, and reporters, and 31 clergymen and missionaries.

In the clerical and sales field, 142 had been general office clerks; 93, salesmen; and 51, secretaries. There were 73 skilled and semiskilled workers and 37 unskilled. Sixty-four said they had never been employed.

This, of course, is not a complete breakdown of trainee characteristics, but it does indicate the diversity of persons—from engineer to cowboy—who sought to help solve the problems of the Nation's youth.

The first training class started July 13. During the 8 to 10 weeks that followed, Project CAUSE training and selection officers made periodic visits to all 27 universities to assess the trainees' progress and, equally important, to evaluate the training itself.

The training involved more than 2,000 college and university instructors and professors. The relationships which were established can be described as soundly rewarding.

As the training drew to an end, the trainees began to express anxiety

John K. Harris, former director of Project CAUSE, checks on the number of universities and colleges conducting the training during the early phase of the program.

about where they would work. This had been anticipated by the CAUSE placement division. After extensive negotiations, 23 State merit systems accepted the project's selection process in lieu of their ov n examinations. The placement division also furnished State merit systems with the scores of out-of-State trainees. Regional representatives encouraged the States which had a shortage of trainees to recruit from among the States having an oversupply. As evidence of the positive effort that States are making to solve the problems of disadvantaged youth, 16 of them have requested that CAUSE furnish names of nonresident trainees who are interested in employment.

A vital step was to establish appropriate classifications to which CAUSE graduates could be appointed in each State where they did not already exist. By late November, 47 States had established the Counselor Aide classifications, and 31 States had created the Youth Advisor class.

Student employees played a big part in the success of the project.

Placing the Trainees

Of the 1,750 who were certified at the program's end, more than 1,000 were employed by mid-November and another 300 had been given assurance of jobs. It is anticipated that the Youth Opportunity Center program will increase this number substantially.

At the outset, potential candidates were told that they would not be guaranteed jobs upon the completion of their training. The fact that nearly three-fourths are virtually assured of employment, with still other openings in the offing, attests to the project's value.

The basic concept of the entire program was that of bringing additional help to the more than 1 million young citizens who, for the most part, are without hope for the future, by helping to relieve the shortage of counseling personnel.

It was recognized that the trainees would not emerge as professional counselors after only 8 to 10 weeks of training. But it was felt that they could eventually gain the experience and education that would enable them to become fully-qualified counselors, with rich backgrounds in the problems of disadvantaged youth.

The entire program was carried out under often trying circumstances. For the Washington staffs, it ran, for the most part, 7 days a week, 14 hours a day. It was the first visible, tangible evidence of the War on Poverty, and it proved again that the Department of Labor has the ability and resources to plan, program, and draw to a successful conclusion a crash project of a unique nature.

It should also be pointed out that the State Employment Services were of invaluable assistance. Project CAUSE demonstrated that a sound, effective working relationship between the Federal and State governments can produce a program of outstanding merit.

The rapidity with which the program had to move created some difficult problems. For instance, the design of the training program was carried on while negotiations were being conducted with the universities and the State agencies.

The needs of this Nation's poverty-stricken youth are great. The counselor aides and youth advisers who were trained in the CAUSE project should be able to relieve some of the economic and emotional fears and frustrations that these young people suffer.

If in some measure they can help to do this, then Project CAUSE will have been a singular success.

New Career for a Grandmother

(*Continued from page 27*)

tion of the counselor, she drove to the Orthopaedic Hospital, which is in the vicinity of the local office.

In no time at all, the field trip turned into a visit to the Personnel Office of the hospital where she prepared a formal application for work. In group counseling she had learned how to prepare a job résumé and had wisely kept a copy with her at all times. Her application was reviewed and an appointment was scheduled for a physical examination. "I didn't even know what position I was being considered for," she reflected later. The physical examination completed on the following day, she was hired and given orientation for the position of ward clerk.

Now she handles a variety of clerical tasks ranging from ordering equipment to scheduling for anesthetists. Her enthusiasm for her new job is virtually boundless. Upon receiving her performance report at the end of 6 months, she rushed over to the Industrial Office to share it with the counselor. "Where can I get copies of the Occupational Guides for my friends?" she asked, and a new cycle was started. Since then our Occupational Guide writers have initiated guides on other occupations used by the Orthopaedic Hospital. Testing, in this case, you could say, came to a full circle!

—*California E.S. IDEA EXCHANGE*

National Resources Enlist In

WAR ON POVERTY

Mr. Jack Howard has been designated director of the Neighborhood Youth Corps, a new organization established in the Manpower Administration of the Department of Labor. Part B, Title I of the Economic Opportunity Act provides for the establishment of work-training programs for unemployed youths with backgrounds of poverty or disadvantage. The NYC will administer the program.

The Economic Opportunity Act of 1964, enacted on August 20, provides another pillar in the evolving structure of a national manpower policy. This law—familiarly known as the "Antipoverty Act"—is a national commitment to overcome both the the causes and effects of poverty. It aims at extending to our impoverished citizens opportunities for work, for training, and for education, offering assistance in the development of their skills and capacities to enable them to share more fully in our national abundance. It takes its place alongside the Employment Act of 1946, the Accelerated Public Works Act, the Area Redevelopment Act, and the Manpower Development and Training Act, in the progression of legislation focusing upon problems of unemployment and manpower development.

The Office of Economic Opportunity (OEO), established to administer and coordinate the programs authorized by the act, will operate a Job Corps, a program for Volunteers in Service to America (VISTA), a community action program, and special programs for migrant workers. In addition, the OEO will distribute funds to existing agencies to operate several programs authorized under the act: The Department of Labor for work training programs; the Department of Health, Education, and Welfare for work-study programs, adult basic education, and community work and training programs for welfare recipients; the Department of Agriculture for special rural antipoverty programs; and the Small Business Administration for loans to small business.

A brief summary of the act's seven titles follows:

Youth Programs (Title I)

A total of $412.5 million is authorized for three youth programs:

- A *Job Corps* to provide education, work experience, and vocational training in conservation camps and residential training centers for some 40,000 young men and women, aged 16 through 21, this year, and 100,000 next year. First year cost is $190 million.
- A *work-training program* under which agreements will be entered into with public agencies or nonprofit organizations. Under these agreements, the Federal Government will pay up to 90 percent of the cost for the first 2 years of full- or part-time employment to enable young men and women, 16 through 21 to continue or resume their education or to increase their employability. Some 150,000 young adults would be directly involved the first year at a cost of $112 million. The Secretary of Labor administers this program.
- A *work-study program* under which agreements will be entered into with institutions of higher learning to pay part of the cost of part-time employment for undergraduate or graduate students from low-income families to permit them to enter upon or continue college level education; 140,000 youths will be involved the first year at a cost of $72.5 million.

[The Antipoverty Program] is specifically focused on the 30 to 35 million people, almost 10 million American families, who are obligated to exist on a median income of less than $1,800 a year. It is not the creation of a few ivory tower bureaucrats in a Washington office. We have called on the advice and counsel of businessmen and labor leaders, foundation officials, farm experts, educators, and scholars. In short, we have called upon those who know these problems, who have worked with them, and who have useful ideas to offer—R. Sargent Shriver, before the Education and Labor Committee, U.S. House of Representatives.

Community Action Programs (Title II)

The community action section of the bill authorizes $340 million for fiscal year 1965 to provide:

- Grants to pay up to 90 percent of the costs for the first 2 years of programs planned and carried out by the communities to mobilize all available resources and facilities in a coordinated attack on poverty. Cost for the first year, $315 million.
- Grants to States ($25 million for fiscal year 1965) to provide basic education and literacy training to adults.
- Establishment of an information and coordination center to encourage voluntary assistance for deserving and needy children.

Programs to Combat Poverty in Rural Areas (Title III)

A total of $35 million is authorized for:

- Loans up to $2,500 to very low-income rural families to finance nonagricultural, income-producing enterprises which are likely to produce a permanent increase in their incomes. The Director of OEO also may make loans to low-income family cooperatives. These programs will

be administered by the Department of Agriculture.

- A program of assistance to establish and operate housing, sanitation, education, and child-care programs for migrant farmworkers and their families.
- Indemnity payments to farmers for milk which had to be removed from the market because of pesticide contamination.

Employment and Investment Incentives (Title IV)

The OEO is authorized to make, participate in, or guarantee loans of up to $25,000 to small business firms on more liberal terms than are possible under the regular loan provisions of the Small Business Act. This program, administered by the Small Business Administration, will use $25 million of SBA's regular spending authority.

Work-Experience Programs (Title V)

Authorizes the transfer of funds ($150 million the first year) to the Department of Health, Education, and Welfare for experimental, pilot, or demonstration projects designed to stimulate the adoption by the States of programs providing constructive work experience or training for unemployed fathers and needy persons.

Administration and Coordination (Title VI)

Authorizes the Director of OEO to recruit and train VISTA volunteers to serve in specified mental health, migrant, Indian, and other federally related programs including the Job Corps, as well as in State and community antipoverty programs.

Treatment of Unemployment Compensation and Income for Public Assistance Purposes (Title VII)

Establishes the policy that an individual's opportunity to participate in certain programs under this act would neither jeopardize, nor be jeopardized by, his receipt of unemployment compensation or public assistance.

President Johnson signs the Economic Opportunity Act, August 20, 1964.

Work-Training Program Delegated to Department of Labor

On November 2, the Secretary of Labor established the Neighborhood Youth Corps (NYC) to carry out the responsibilities of the Department of Labor in the work-training program authorized by Title I. For young people between the ages of 16 and 22 years, the program is aimed directly at the most intractable of the Nation's youth problems. It focuses on actual or potential school dropouts who are unemployed and disadvantaged culturally and economically. For the school dropouts (actual or potential), it offers part-time work to provide the financial assistance and stimulation of a work experience which will enable them to continue or resume school attendance. For out-of-school youth, it provides opportunities for full-time work-training directed toward the development of skills and preparation for entry into the job market.

Work projects will be planned, developed, and executed by public agencies, including nonprofit private agencies (except political parties and those devoted exclusively to sectarian instruction or religious worship). They will be designed to provide socially useful services for the community which would not otherwise be available without the Federal financial assistance provided under this act. Or they may contribute to the conservation and development of natural resources and recreational areas. The projects will be implemented through agreements entered into with the Department of Labor, which is authorized to contribute up to 90 percent of the cost (including the wage cost) of an approved project for the first 2 years, and up to 50 percent thereafter.

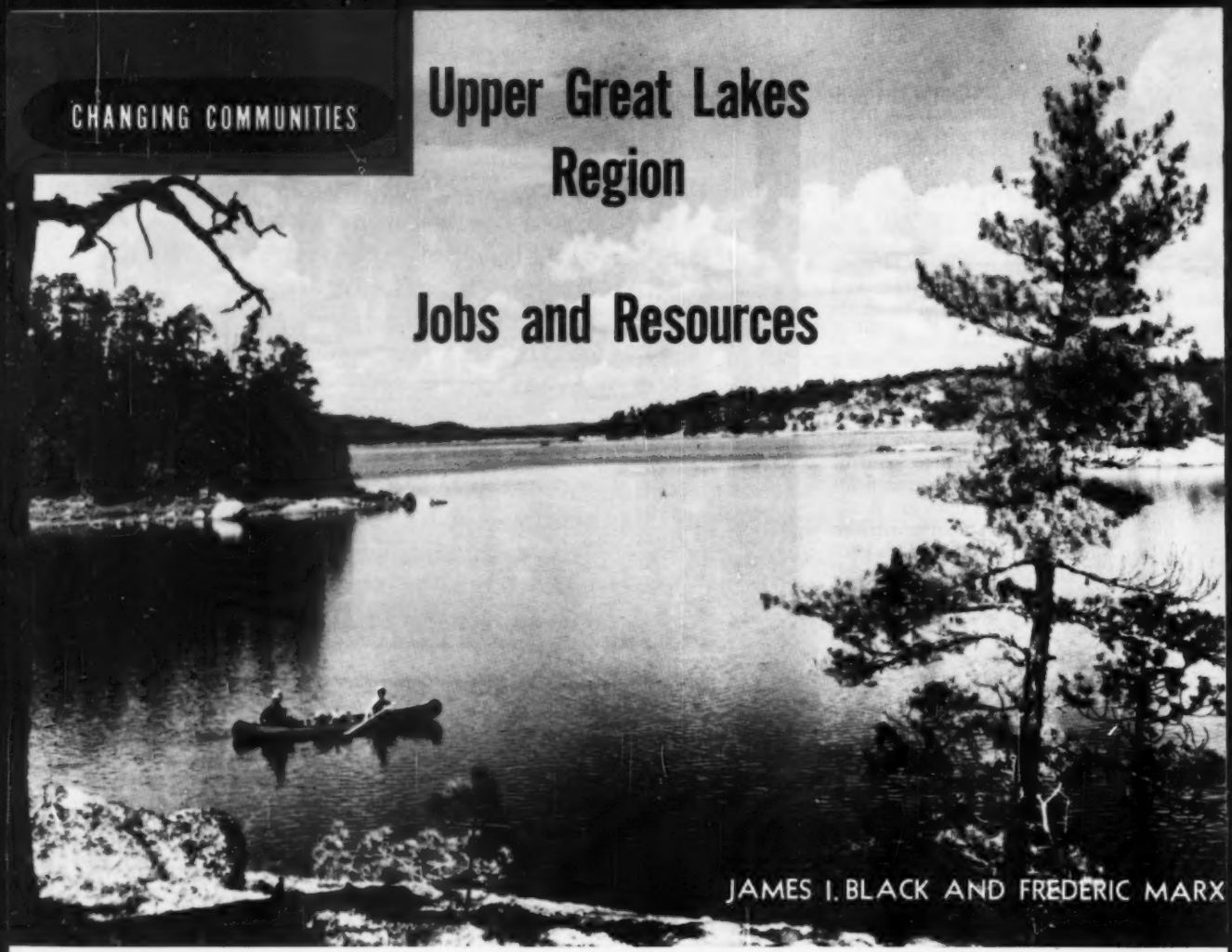
The Labor Department's Role in Perspective

In concert with the active training program developed under the Manpower Development and Training Act, which was expanded and improved through the broadened support provided under the 1963 amendments, the new Neighborhood Youth Corps program provides the Department of Labor with an additional resource and a new responsibility in its continuing role of developing the Nation's youth for effective and productive citizenship.

CHANGING COMMUNITIES

Upper Great Lakes Region

Jobs and Resources



JAMES I. BLACK AND FREDERIC MARX

Federal, State, and local agencies charged with economic development responsibilities have been concerned with longstanding problems of unemployment and underemployment in the Upper Great Lakes region, which spans the northern portions of Michigan, Minnesota, and Wisconsin. Bordering Lake Superior, Lake Michigan, and Lake Huron, the region includes 50 counties with a land area of some 64,000 square miles. Nineteen of the counties are in Wisconsin, 16 are in Minnesota, and 15 are in Michigan. Wisconsin contains two-fifths of the region's population, Michigan a third, and Minnesota a fourth.

For the most part, this region has not been participating in the Nation's economic advance of the early 1960's. An evaluation of the region's manpower and material resources in the light of changing economic trends may assist in diagnosing the problems and in finding means to stimulate economic activities leading to greater employment opportunities.

The Upper Great Lakes region is primarily known for its mineral, forest, and water resources, and agriculture. Forests, lakes, and streams cover much of the region and its terrain varies from Minnesota's open pit iron mining areas to Wisconsin's rolling meadowlands. In the winter, temperatures may dip to 35 degrees below zero, but summer temperatures in the 60's make the region's climate pleasant. Annual precipitation is about 30 inches.

Iron and copper ore dominate the mineral segment of the region's economy. Iron ore mining, which amounts to about $500 million an-

James I. Black and Frederic Marx are in the Branch of Area Labor Reports, U.S. Employment Service. *The cooperation of the Michigan, Minnesota, and Wisconsin employment security agencies in providing material for this article is gratefully acknowledged.*

nually, is centered in the Mesabi Range (Itasca and St. Louis Counties, Minnesota), and in Marquette, Iron, and Gogebic Counties in Michigan. Most of the region's copper mining is centered around Houghton County, Mich., which produced almost $50 million worth of minerals in 1962. Salt, cement, petroleum, natural gas, lumber, and wood are also important natural resources. About 7 percent of all commercial forest lands in the United States are located here and water for both industrial and recreational projects is plentiful.

Close to 1.1 million people lived in the Upper Great Lakes region according to the 1960 census. During the 1950–1960 decade, the region's population increased by less than 1.5 percent, in contrast to a total tristate rise of 18.8 percent and a national gain of 18.5 percent. The slow rate of population growth during the 1950's resulted largely from a heavy outmigration of workers because of a lack of local job opportunities.

The region is generally rural, with a density of 180 persons per square mile, compared with an average of 910 persons per square mile for the 3 States. While over a third of the land area of Michigan, Minnesota, and Wisconsin is in the Upper Great Lakes region, only about 7 percent of their inhabitants reside in the region. The region has only one major labor area—Duluth-Superior. Smaller areas (a work force of at least 15,000) include Hibbing-Virginia, Minn.; Brainerd, Minn.; Marinette-Menominee, Wis.-Mich.; Grand Rapids and Marquette, Mich.

Unemployment High

An average of some 29,000 of the region's 312,000 workers were unemployed in 1963, according to estimates of the U.S. Employment Service and the employment security agencies of the 3 States. The region's 9.3-percent rate of unemployment was nearly twice the 1963 rate for the three States as a whole, and substantially higher than the 5.7-percent national rate. Further, with only 5 percent of the tristate work force, the region had 10 percent of the unemployed.

Although the region's rural counties are three times larger, geographically, than the area covered by urban centers, the work force—employment and unemployment—is almost equally distributed between rural and urbanized areas. While the urbanized areas generally experienced less unemployment, their relatively high rate of 8.9 percent in 1963 was somewhat under the 9.6-percent rate in the rural counties. The rate in the Duluth-Superior major area—the region's largest employment and population center—was 7.2 percent in 1963. (See "Duluth-Superior—a Redevelopment Area," EMPLOYMENT SERVICE REVIEW, May 1964, page 37.)

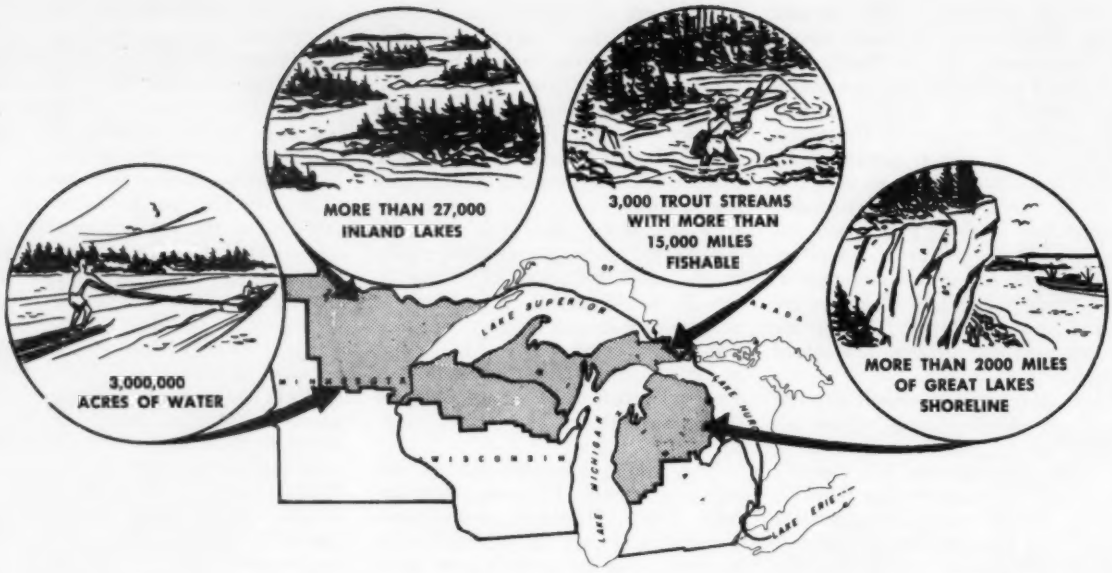
The 1963 unemployment in the region reflected a 5.2-percent decline from 1960. However, employment also declined over the period by 8.6 percent, while the region's work force was 8.3 percent smaller. It would therefore appear that most of the unemployment drop between these years was caused primarily by the outmigration of workers to areas with more favorable job opportunities, as well as by other work force withdrawals, such as early retirement, rather than by any real economic improvement.

In addition to continuing high unemployment, the region's workers also experience substantial underemployment, mainly because of a lack of year-round job opportunities. This is substantiated by the low level of family income. In 1959, about one in four of the region's families earned less than $3,000. During the same year, one of every five families in the Nation earned below this amount.

Nearly 60 percent, or about 166,000, of the region's workers are employed in the dominant nonmanufacturing activities. Wholesale and retail trade, accounting for 15 percent of the total (42,000), is the region's leading employment sector. Government accounted for 37,000 workers and the service division, 30,000 workers. Mining industries employ about 20,000 workers, transportation-communication-public utilities, about 18,000, and construction, about 14,000. Agriculture accounts for about 10 percent of the area's total employment.

Whereas about one out of every three workers in the United States was employed in factory work, in recent years less than one out of five workers in the region was employed in manufacturing. Most important of the area's manufacturing industries are furniture, and lumber and wood products which alone account for one-fourth (11,000) of the region's 44,000 factory jobs. Paper products, food processing, primary and fabricated metals, nonelectric

The region has a vast potential for tourism and recreation.



machinery, printing, and textile products are other major factory employment sources.

Causes of Employment Decline

During recent years, almost every resource-based activity in the region underwent changes which resulted in a steady decline in area employment. Between 1952 and 1962, iron ore production decreased by about 30 percent. In addition, a substantial number of miners in the region lost jobs due to mine closures. A case in point is the closure of the Montreal Mine in Iron County, Mich., in 1962, resulting in the layoff of about 600 miners. In Houghton County, Mich., however, where copper production increased substantially between 1952 and 1962, there was no commensurate increase in mining employment.

The overall effects of the introduction of laborsaving devices to mining operations has reportedly had an inconsequential effect on mining employment, since few mining machine innovations were adopted during the past 10 years.

Forests are important to the Upper Great Lakes economy as a source of employment and income. However, timber production in the area has been declining for almost half a century, primarily as a result of poor conservation practices and competition from other timber-producing areas in the United States. Also, the introduction of such mechanical aids as portable debarkers, self-loading trucks, clam and finger lifts, and larger and faster chain saws increased output per man-hour and reduced forest employment. Almost every wood-producing county in the Upper Peninsula of Michigan experienced employment decline during the past decade as a result of at least one of these factors.

The changes which revolutionized America's farming structure likewise have significantly affected agricultural employment in the Upper Great Lakes region. With the introduction of new farm technology and fertilizers, fewer workers are producing more. Also, the trend toward fewer but larger farms continued unabated in the early 1960's. With improvements in farm technology and automation expected to continue, the need for farmworkers will probably decrease correspondingly.

Livestock and dairy farming dominate the agricultural economy of the region, accounting for over half of total farm income in many counties. Most of the region's other agricultural activities are highly seasonal. With transportation geared, for the most part, to operations in the mining and forest industries, employment in these industries has a direct bearing on employment in railroading, shipping, and trucking. Transportation employment in the region has also declined as a result of such technological improvements as mechanized loading devices and larger and more efficient equipment. In the winter, when ore boats are tied up in the frozen lakes, shipping employment is reduced. Concomitantly, railroad employment is also affected by a dip in shipments of ore to lake ports. In the 1963 off season, about a fifth of the transportation workers in the Upper Peninsula of Michigan were idle.

With limited year-round employment opportunities in such activities as manufacturing and other stable industries, regional unemployment usually peaks during periods of inactivity which occur in industries dependent on the area's natural resources. For example, in 1963, employment in the Upper Peninsula of Michigan's lumber and wood segment ranged from a low of 4,000 to a high of 4,700, while mining employment in the Mesabi Range went from a low of 7,900 in January to over 12,000 during the summer months. Thus, the combination of high seasonality in area economic activities

and a narrow economic base resulting from a lack of industrial diversification not only aggravates unemployment, but also results in substantial underemployment.

The lack of nearby markets and, conversely, distance from sources of supplies of many materials, are other regional disadvantages. These geographic hindrances also deter industrial and employment development because higher shipping costs affect product prices. Costs for transporting lumber, for example, often exceed payments to timber producers for stumpage. Construction of new and better highways would not be of much help since mineral and timber products are usually categorized as low-class freight and therefore can be shipped more cheaply by rail or water.

The Region's Future

Perhaps imbalance in the Upper Great Lakes region economy can best be corrected by a more extensive use of its available raw materials in the expansion of manufacturing activities. The establishment of an office in Duluth by the Forest Service in 1962 to carry on market research in the timber industry may be a step in the right direction. This facility's objective is to explore more efficient use of timber resources and provide information to timber producers in the area.

More investment would stimulate industrial growth. Toward this end, area bankers and other representatives of business could form business development corporations which would make loans to foster promising new industries. An example is the Northeastern Minnesota Development Association Corp., which raised $1.25 million in private capital to help stimulate and expand present business and encourage the location of new businesses in their area of operation.

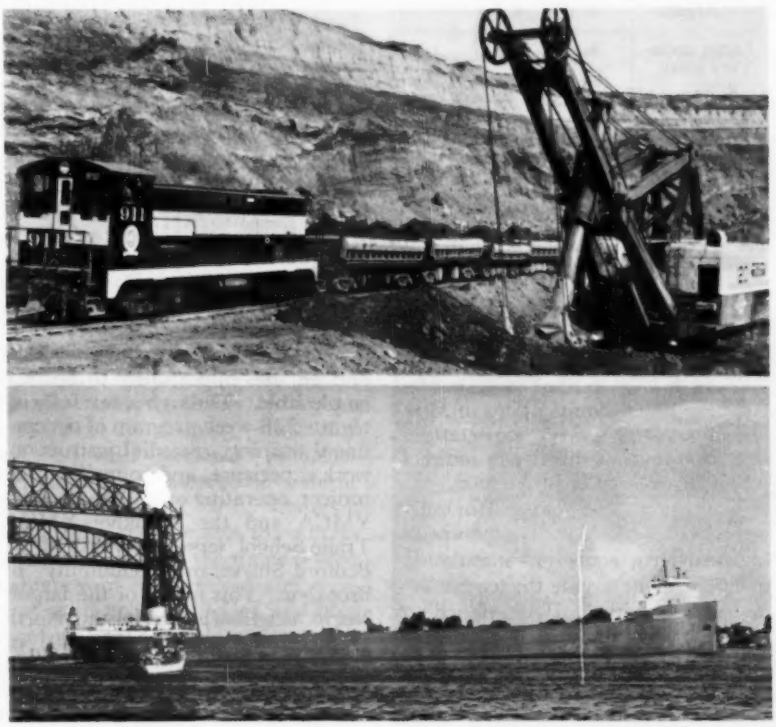
New industry would not only increase employment, but also reduce seasonal fluctuations in jobs. However, the area must be made more attractive to potential industries. A prime inducement to an industry to locate in an area is the availability of those skills which are necessary for its effective operation. Although the region has ample available manpower, most of the unemployed and underemployed workers in the region have skills which are geared to mining, forestry, or agriculture, rather than to manufacturing. To help provide the necessary skills, an extensive program of training and retraining is now underway in many areas of the region.

Smaller Communities Program

The Smaller Communities Program of the U.S. Employment Service and affiliated State Employment Services has had an impact on employment in several communities in the Upper Great Lake region. This program is designed to develop methods for providing more effective employment services to rural areas and to assist in the implementation of programs for their economic adjustment. Activity has been focused on six counties in Wisconsin, where a mobile team of interviewers, counselors, and test administrators developed manpower resource information and made it available to the community and prospective employers, several newly located in the counties. ARA and MDTA training courses have also been initiated to upgrade skills of workers to meet employer needs. As a result of these activities, several hundred of the unemployed have either been placed in jobs or selected for training. Similar Smaller Communities Programs are presently beginning in Michigan and Minnesota.

For some time, efforts have been made to attract plants to utilize the region's low-grade iron ore to produce taconite in the manufacture of ore-bearing pellets. After recent approval by Minnesota voters of a proposed amendment to guarantee taxes on taconite will not be raised above general corporate levels for at least 25 years, two large steel producers

Some of the principal activities in the Upper Great Lakes Region—mining and lake shipping.



Work force, employment, unemployment and unemployment rate, Upper Great Lakes region, 1960–1963

Item	Annual average (thousands)		Percent change 1960–1963
	1963	1960	
Work force:			
Total, Region	312.4	340.6	−8.3
Labor areas [1]	147.5	156.7	−5.9
Very small areas [1]	164.9	183.9	−10.3
Employment:			
Total, Region	283.4	310.0	−8.6
Labor areas	134.3	142.9	−6.0
Very small areas	149.1	167.1	−10.8
Unemployment:			
Total, Region	29.0	30.6	−5.2
Labor areas	13.1	13.7	−4.4
Very small areas	15.9	16.9	−5.9
Unemployment rate:			
Total, Region	9.3	9.0	.....
Labor areas	8.9	8.7	.....
Very small areas	9.6	9.2	.....

[1] Labor areas are those with 15,000 or more work force. Very small areas have fewer than 15,000 work force.

SOURCE: U.S. Employment Service, based on data from the Michigan, Minnesota, and Wisconsin State employment security agencies.

announced plans for building plants in that State costing $150 million. An estimated $500 million will be invested in new taconite plants in Minnesota by 1970, with expectations that thousands of direct and indirect jobs will eventually be created.

The region's vast potential for tourism probably offers the best prospects for near-term economic stimulation to employment despite the seasonality of these activities. If developed to useful levels, the area's abundant resources, including its thousands of lakes and streams, could serve as important attractions.

A number of recreational development projects are underway in the region. In northeastern Minnesota, for example, the ARA and the State Department of Business Development have allocated funds for building up the State's tourist industry.

Since almost all tourists and vacationists travel by automobile, perhaps the building of up-to-date highways would promote such travel to and within the region. Upwards of $20 billion are spent annually in the United States on recreation and tourism, and the Upper Great Lakes region should strive for its share and thus generate employment in the service industries and in wholesale and retail trade.

The region's employment problems can probably be solved more readily and effectively by instituting a single, comprehensive program based on a regional approach. This is essential if the region's economic rehabilitation and potential are to be fully realized and new jobs created for its unemployed.

Experiment in Brooklyn . . .

YMCA's Youth and Work Project

HOWARD E. A. DUSOLD

In a city area marked by poverty, disadvantage, unemployment and juvenile delinquency, a project to help young men who have dropped out of school become employable is achieving its purpose.

In the 2 years since its inception, the Youth and Work Project of the YMCA of Greater New York's Vocational Service Center has offered 183 male high school dropouts, aged 17 and 18, the opportunity to become employable. Through a carefully integrated 16-week program of occupational training, remedial instruction, work experience, and counseling, the project, operating out of the Bedford YMCA and the Brooklyn YMCA Trade School, serves the youth of the Bedford-Stuyvesant community of Brooklyn. This is one of the largest Negro neighborhoods in the North (1960 census population 360,000), in which 82 percent are Negro and 10 percent Puerto Rican.

This community has a number of serious social problems, including the highest population density and delinquency rates in New York City, a severe housing problem, a high rate of family mobility, overcrowded schools, a generally low income level, limited public recreational facilities, and high unemployment rates for both youth and adults. Approximately 25,000 young people in the area are out of school and without work. Most of them lack adequate training for semiskilled, clerical, or skilled jobs, and job opportunities on the unskilled level are steadily diminishing. Because of poor education and the fact that they are members of minority groups, these youth are often the last hired and the first fired. As a result, they have little chance for steady employment in the

Howard E. A. Dusold is Associate Director of the Youth and Work Project of the Greater New York YMCA Vocational Service Center Branch.

future unless they are given some assistance.

In response to these needs, this demonstration Youth and Work Project was developed in September 1962 to offer a 16-week training program for approximately 30 men per cycle. It was originally funded cooperatively by the New York State Division for Youth (coordinated through the New York City Youth Board) and the YMCA of Greater New York. In February 1964, the project received additional funds under MDTA from the U.S. Department of Labor, the U.S. Department of Health, Education, and Welfare, and the New York State Department of Vocational Education to permit expansion of the program and to develop programed instructional materials for trade and remedial courses. Research on program effectiveness is currently being conducted by the New York State Division for Youth.

The objective of the Youth and Work Project has been to locate, recruit, and train school dropouts who have the capacity to learn skilled occupations. Minimal standards for admission were set (reading and math skills at or above a fifth grade level) after evaluating a number of adults who were making satisfactory progress in the projected occupational training programs. The program itself was designed for youth who had had no previous work experience, and who lacked many of the social skills, as well as the occupational skills, necessary to find and maintain employment.

Recruitment and Selection

Recruitment procedures have to take into account motivational difficulties arising from previous failure experiences, past dependence on welfare, indifference, and loss of self-confidence. The project operates largely on a system of referrals, with most of the trainees referred by other agencies within the Bedford-Stuyvesant community, such as public and parochial schools, the New York City Youth Board, churches, probation and parole officers, and previous project trainees. During the first year, we had 284 referrals, but during the second year, we experienced a drop to 230 referrals. This drop can be attributed, in part, to increased competition from other newly founded youth programs in the area and to some disenchantment with the random selection procedure necessitated by the research design (perfectly eligible youth had to be rejected because they were designated control subjects). Of the 514 referrals, 183 were declared "Experimentals," and 81 were declared "Controls." However, certain of the referral trends are positive, though not statistically significant. Referrals from probation and parole officers increased from 11 percent to 24 percent, indicating that the program is perceived as a useful antidote to delinquent behavior. The project's experience confirms this, as there has been little problem with drinking, drugs, thefts, or violence. The number of youth who were self-referrals increased from 6 percent to 12 percent, and those who were referred by project graduates increased from 3 percent to 6 percent, indicating the youths' greater confidence in the project.

During the first year, regular instructors at the Brooklyn YMCA Trade School, in addition to their regular duties, gave vocational training in auto mechanics, machine shop, and refrigeration. The refrigeration course was eliminated from the curriculum after the fourth cycle, since the trainees could not acquire sufficient skills during a 16-week period to obtain an entry-type job upon completion of training.

With the approval of the Federal contractor, four instructors were hired who would teach only the project trainees. These teachers have proved to be particularly sensitive to the needs of the youth and have occasionally worked closely with the counselors in helping individual trainees with personal problems. Most of the instructors come from the Bedford-Stuyvesant area, know it thoroughly, and are able to communicate effectively to the trainees their awareness of the personal and technical skills necessary to get and hold a job. The Federal contract also permitted the project to hire an assistant director for training, who would be responsible for coordinating the work of the instructors and working on the development of curriculum materials. Having staff within the project responsible for training the students has improved the quality of teaching, hastened the development of training materials, and permitted individual attention to slow and fast learners. Programed instructional materials developed during past cycles are now used in both shops.

Work Experience

During earlier cycles, the trainees spent 4 hours each morning assisting as food service or maintenance men in various YMCA's throughout the city. For this, they received a training wage of $1 per hour. Although the work experience was valuable, travel was time consuming, and some work activities had little to do with the trade for which the youth were being trained. Work more relevant to their course was devised in the form of simulated work projects on the trade school premises. Trainees now troubleshoot a car or make metal tools from blueprints and have an opportunity to learn less tangible job-related skills, such as being at work on time, taking orders, and sustaining attention on the job. The trainees now receive a training stipend of $20 per week.

Counseling

During the first six cycles, a major emphasis of the project was on helping the students to understand their

Sharpening a tool bit.

First stage in engine overhaul.

work and trade training experiences. The two work supervisors (now reclassified as counselors) spent a large portion of their time visiting and counseling the trainees on the job or in class. Individual personal-social counseling was given at any moment of personal need (generally during the noon hour when the trainee returned from his work experience) or by appointment for evening or house conferences with parents. The first 3 weeks of each cycle, we have found, are the most critical, for then we have the most men, as well as the greatest pressures in order to "shake down" for the long cycle ahead. This is the time when the men need the most intensive counseling and when the counselors have the most demands made on them. Because of staff and time limitations, counseling was of necessity crisis-problem-oriented and, as such, helped to insure the smooth operation of the overall program. The counselors have a solid understanding of the transition to the world of work that these students must accomplish, and are empathic with them and their problems. Although most individual counseling sessions are scheduled, a great deal of informal guidance and counseling is carried on during training breaks and lunch hours.

Earlier lack of resources did not permit experimentation with new counseling techniques or full development of individual counseling relationships. Budget reallocation under MDTA made it possible to hire an assistant director for counseling and placement who assumed responsibility for expanding and improving counseling services, and to hire another counselor, making a total of four full-time counselors. In addition to counseling duties, counselors were given the task of teaching remedial reading and mathematics, utilizing programed instructional materials. It was felt that, because of their close relationships with the trainees, the counselors would be better able to interpret remedial courses to the trainees than the part-time remedial specialists had done previously. Group and individual counseling, as well as remedial sessions, were rescheduled in the morning when the trainee's attention and interest could be expected to be highest. Counseling sessions have been enriched with the addition of such techniques as role playing, field trips, films, and informational materials.

The additional staff, the redefined counselor's role, and the schedule changes have improved counseling services greatly. As a result, each trainee now has a better opportunity to get assistance in making vocational plans and to discuss questions of concern to him. The different problems that the trainees bring to counseling sessions are frequently those related to the problems of the general community: family, friends, money, lack of training, repeated failure, health, academic training, delinquency, and general adolescent anxieties. There is great need to give individual attention to such problems to help the youth learn how to cope with them.

Remediation

The development of programed instructional materials for reading and mathematics freed the counselor to concentrate on the needs of the individual student. The programed instruction booklet presents material in small, graded steps. This technique allows the student to proceed at his own speed and to find out immediately after attempting to answer the question what the correct answer is. Trainees have been put into three ability groups to accommodate those with special problems in reading and mathematics and to allow brighter students to move ahead to other materials. Motivational techniques such as graphs, charts, films, prizes, and diplomas are useful in overcoming the natural dislike of many of the students for these "school-like" courses. In each reading and math program, there has been an attempt to build in necessary vocational and job-related skills, such as filling out applications, following directions, reading want ads, using a dictionary, and learning a vocationally-oriented vocabulary. It is planned to broaden the remedial program to include materials helpful in providing cultural enrichment and stimuli for counseling.

Program Effectiveness

It is noteworthy that in spite of all the problems related to getting such a program underway, developing new materials, and coping with community unrest, 59 percent of the 162 youths who enrolled for training completed their training cycle. This is the more unusual in view of the fact that for many of these youth "dropping out" was a habitual solution to difficult situations. A more tangible success factor is the fact that 64 percent of the graduates obtained jobs, 39 percent in training-related occupations. Two percent returned to school, while the 23 percent who are listed as unemployed either failed to report for placement appointments with the New York State Employment Service office, or diligently looked for work but could find none. It is possible that at least some of the 11 percent listed as unknown, who never contacted NYES, are presently working. Our recently hired job developer, who initiates employer contacts to open up jobs which might not now exist, is currently conducting a survey of the present and recent employment status of graduates. With more accurate information and improved coordination, it is hoped that all of the graduates will shortly be placed in meaningful jobs with a future.

Our aim, however, is not only to make trainees employable, but also to

(*Continued on page 69*)

MANPOWER TRENDS

PHILADELPHIA'S UNEMPLOYMENT LOWEST IN 11 YEARS

Philadelphia was reclassified to the category of moderate unemployment in November, after being on the list of substantial unemployment continuously since January 1961. This shift increased to 120 the number of major labor areas with low or moderate unemployment, compared with 113 the year before. Of the 150 major areas regularly surveyed by the Bureau of Employment Security and affiliated State agencies, 27 were in the low jobless category, as against only 18 in November 1963. Thirty were rated as having substantial unemployment this November, down from 37 a year earlier. Steubenville-Weirton, Ohio, moved to the moderate unemployment group from the category of low unemployment. The improved Philadelphia situation resulted chiefly from long-term employment advances in construction, trade, and other nonfactory activities. However, some manufacturing gains, including primary metals, autos, and printing and publishing also helped to reduce the area's unemployment to the lowest since November 1953.

JOB SITUATION GOOD FOR NOVEMBER

Developments in the job situation were better than seasonal in November. Unemployment, which usually rises sharply in November, increased by only 100,000 to 3.4 million, the lowest for the month since 1957. The seasonally adjusted unemployment rate, dropping to 5.0 percent from 5.2 percent in October, remained within the 4.9-5.3 percent range that has prevailed since May. Jobless rates for men 20 years and over (3.5 percent) and for married men (2.5 percent) fell sharply over the month to the lowest in more than 7 years.

Total employment declined less than usual, dropping by 300,000 to 70.8 million in November. Whereas the expected October-November decline occurred in agriculture, nonfarm employment increased by 250,000 (adult men) instead of declining 200,000 as expected.

OCTOBER NONFARM PAYROLL EMPLOYMENT

At 59.8 million in October, nonfarm payroll employment was almost unchanged from September. The automobile labor dispute interrupted the steady uptrend and brought a sharp drop in manufacturing employment. However, other industry divisions, except transportation and public utilities, gained over the month, after seasonal adjustment.

AUTO STRIKE DROPS FACTORY JOBS

Manufacturing jobs fell about 250,000 more than seasonally to a total of 17.5 million in October. Transportation equipment accounted for 190,000 of the decline, fabricated metals for 40,000, and primary metals for 10,000. The upward trend in the machinery industries continued. Over-the-month changes in nondurable goods industries, including a drop of about 60,000 jobs in food processing, were seasonal.

In the nonmanufacturing sector in October, employment rose 185,000 from September, with State and local government gaining 100,000 and trade and services 75,000. In construction, where employment levels have been high since February, the seasonally adjusted job gain was 15,000. Reflecting effects of the auto dispute, transportation employment declined 15,000 in railroads and motor freight.

WEEKLY HOURS RISE, EARNINGS DECLINE IN OCTOBER

Average weekly hours for factory workers rose 0.1 hour to 40.7 hours in October, despite curtailment of hours in the strike-affected transportation equipment and primary metals industries. Overtime declined 0.2 hour to 3.2 hours, but was still at the highest for October since the series began in 1956. Average hourly earnings declined 3 cents to $2.53 in October and weekly earnings fell almost $1 to $103, mainly because of sharp declines in the strike-bound auto industry. Nevertheless, both hourly and weekly earnings were 2-1/2 percent above a year ago.

INSURED UNEMPLOYMENT

Insured unemployment rose by 19,300 to 1,274,700 during the week ended November 21, as 37 States reported higher volumes. The rate remained at 2.9 percent from the preceding week. A year ago, the rate was 3.5 percent and the volume 1,513,600.

HALF MILLION NEW POSTWAR JOBS IN ELECTRICAL EQUIPMENT

In contrast to the experience of many goods-producing industries, the electrical equipment and supplies industry group has recorded outstanding employment growth in the postwar period, according to a special Bureau of Labor Statistics study. Between 1947 and 1962, these industries added a quarter of a million new production and nearly 300,000 nonproduction jobs for a more than 50 percent rise in employment to a total of 1.6 million. These increases amounted to 30 percent for production workers and over 130 percent for nonproduction workers, paralleling developments in many other industries which have found it necessary to enlarge research operations and administrative staff services to remain competitive in an era of rapid change.

Losses which occurred overall in this industry group in 1963 and early 1964 (gains in 6 component industries did not offset losses in the 2 largest segments) were already being reversed in the latter part of the year. Projections for employment in these industries to increase through the remainder of the 1960's remain unchanged.

Machine Tool Industry Adds Workers

Early in 1964, questions were raised about the machine tool industry's ability to meet an estimated 30 percent increase required in its production over the previous year. Doubts stemmed from continuing reports of skill stringencies in the metalworking occupations in major machine tool centers.

Evaluation of the manpower situation in May 1964 by the Employment Service (see EMPLOYMENT SERVICE REVIEW, September 1964, page 60) indicated that the industry could meet the projected increase in shipments. Judgment was based on the availability of manpower, increasing productivity in a rising production schedule, and such manpower utilization factors as the hiring of older workers and women, and importantly, a lengthening of the workweek.

A look at the machine tool industry in November 1964, a half year or so after these questions were raised, reveals that earlier concerns about the industry's ability to meet its requirements were overdrawn. Machine tool shipments in 1964 are now expected to increase more than 30 percent over 1963. During the 3 quarters which ended in September, shipments had already increased 30 percent over those for the comparable period last year, and increase over the year was expected to be greater in the last quarter. As projected, this sizable task was accomplished mainly through additions to the industry's work force, by some extension of the workweek, and by increases in productivity.

Employment Up Sharply

Some 6,400 workers were added during the 6 months ended September 1964 bringing the industry's work force (table 1) to 145,800, a 5 percent increase in 6 months, and a 10 percent gain over September 1963. From April through September, the

TABLE 1.—*Employment in the machine tool industry*
(Thousands)

Month	1964			1963		
	Total	Cutting tools [1]	Forming and other [2]	Total	Cutting tools [1]	Forming and other [2]
January	136.3	73.4	62.9	128.5	68.5	60.0
February	138.1	74.1	64.0	129.0	68.6	60.4
March	139.4	74.7	64.7	128.8	69.0	59.8
April	140.7	75.5	65.2	129.4	69.4	60.0
May	141.7	76.3	65.4	129.9	69.7	60.2
June	143.6	77.0	66.2	130.6	70.2	60.4
July	143.4	77.7	65.7	131.1	70.4	60.7
August	144.0	77.6	66.4	132.0	71.0	61.0
September	145.8[p]	78.9[p]	66.9[p]	132.6	71.2	61.4

[1] Metal cutting (SIC 3541).
[2] Metal forming and metalworking machinery except machine tools (SIC 3542 and 3548).
[p] Preliminary.

SOURCE: Bureau of Labor Statistics.

TABLE 2.—*Job openings for metalworkers [1] placed in interarea recruitment by State Employment Services, October 1964*

States	Total	Skilled			Semiskilled
		Machinists	Tool and die makers	Machine shop and related occupations, n.e.c.	Machine shop and related occupations, n.e.c.
Total, U.S.	2,304	1,010	359	642	293
Selected States: [2]					
Connecticut	292	188	27	65	12
California	355	157	30	158	10
Illinois	267	143	55	66	3
Indiana	71	40	11	11	9
New Jersey	99	29	4	1	65
New York	59	3	51	4	1
Ohio	96	53	19	19	5
Pennsylvania	144	52	17	43	32
Virginia	45	44	1	0	0
Wisconsin	179	12	7	85	75
Other	697	289	137	190	81

[1] Includes Dictionary of Occupational Titles codes 4.75, 4.76, 4.78, and 6.78.
[2] Data shown for States in which State employment security agencies placed 40 or more job openings in interarea recruitment in at least one of the four selected metalworking occupations.

SOURCE: U.S. Employment Service, based on data from State Employment Services.
n.e.c.—Not elsewhere classified.

workweek averaged about 44 hours, approximately 1 hour longer than for the comparable period last year.

In addition to the effect of the employment gain on production, output per man-hour in the industry also increased. This is evidenced by the 13 percent increase in production man-hours worked in metal cutting firms from April through September over the period last year, while shipments rose 37 percent.

Still Margin For Expansion

There still appears to be a margin for increased output, both in terms of the workweek and industry capacity. At present, the average workweek in the metal cutting segment of the industry is around 44 hours compared with the earlier peacetime high of 45.6 hours in 1956.

In April 1964, according to data received earlier this year by the Bureau of Employment Security, only 31 percent of the reporting metal cutting firms and 43 percent of the metal forming firms were working three shifts. A majority of the work force was employed on the first shift, implying additional plant capacity for second shift operations.

Shortages in Metalworking Occupations

The machine tool industry was able to meet increased output requirements despite a continuing stringency of skilled metalworkers generally. These stringencies have existed in all of 1964 and appear to be increasing in magnitude. As of October 1964, over 2,000 jobs for skilled metalworkers were placed in interarea recruitment by State Employment Services (table 2), indicat-

Setting up a machine.

ing skill shortages throughout the Nation. Jobs are not placed in the interarea recruitment system unless the local Employment Service office finds an inadequate supply of qualified workers within the area in which the job is located, the employer is willing to recruit workers from other areas, and the wages offered are similar to those paid within the area.

The 2,000 jobs in interarea recruitment were 54 percent higher than total hard-to-fill openings for skilled metalworkers in October 1963. By October 1964, orders in interarea recruitment for skilled metalworkers were nearly equal to the total reported for July 1962—the most recent peak. Interarea recruitment of semiskilled metalworkers totaled 293, compared with 106 a year earlier, and the mid-1962 peak of about 350.

Because of the need for skilled and semiskilled metalworkers as of September 1964, 467 training projects (institutional and on-the-job) had been approved under the provisions of the Manpower Development and Training Act (table 3). In addition, a program for on-the-job, entry-level training of workers was initiated under an agreement between the Bureau of Apprenticeship and Training of the U.S. Department of Labor and the National Tool, Die and Precision Machinery Association. It is expected that many of these trainees eventually will become regular apprentices in the tool and die industry. The cost of the program is estimated at $4 million, with the Federal contribution totaling $1.5 million, and the balance being provided by firms in the association.

TABLE 3.—*Approved MDTA institutional and on-the-job training and apprenticeships in metalworking occupations August 1962–September 1964*

Metalworker occupations	Number of projects	Number of trainees
Total[1]	467	14,407
Skilled[2]	134	3,646
Machinists	59	1,524
Toolmakers, die sinkers, and setters	7	65
Machine shop and related, n.e.c	68	2,057
Semiskilled metal working occupations	299	10,429
Apprentices	34	332
Machinists	20	70
Toolmakers, die sinkers, and setters	14	262

[1] Excludes individuals in multioccupational projects for which comparable data are not available.

[2] Training is generally at the entry level; workers need additional training on the job to become fully qualified.

Source: U.S. Employment Service, based on data from State Employment Services, and the Bureau of Apprenticeship and Training.
n.e.c. Not elsewhere classified.

Training and Stick-to-itiveness

Ask a 32-year-old handicapped ex-Marine what it takes to get and hold a permanent, full-time job in today's labor market and he will tell you—"Good training and the ability to stick with what you have to do."

The former Marine, F. V., of Denver, Colo., now an auto body fender repairman, married and father of four children, can speak with some authority on the subject of overcoming adversity.

He was given an honorable discharge from the Marines after serving nearly 3 years in the Corps. Now he faced the problem of finding suitable employment in the highly competitive civilian work force, handicapped by epilepsy and only an eighth-grade education.

"I tried working as a farm laborer, a helper in a foundry, and a manual laborer in construction work, but I lost every job either because I had an epileptic seizure while on the job or the employer discovered I had epilepsy," he explained.

After weary months of casual and unsuitable employment, frustration, and disappointment, Mr. V. was given the *General Aptitude Test Battery* (GATB) at the Denver local office. The examination revealed that he had a combination of aptitudes that would enable him to learn a number of skills, including auto body fender repair and spray paint work.

He enrolled immediately in a 7-month auto body training course in Denver. The Colorado Department of Rehabilitation paid his tuition. Mr. V. and his family lived on $151 monthly welfare subsistence while he was in training.

After graduation from the course, he again registered for work with the Denver local office of the Colorado Department of Employment. The employment officer, realizing the challenge which the applicant faced, combed through scores of job orders and talked with more than a dozen employers engaged in automotive body and fender repair. No one was interested.

Finally, the employment officer found an owner of a small auto body shop in Denver who, after hearing the whole story, was willing to give Mr. V. a chance on one condition: "That he can do the work."

The persistent former Marine, determined to succeed, took the job, passed the trial period, and now—several months later—is permanently employed full time at his new-found trade.

Exploring Occupations

Stimulating ways to reveal the world of work to counselees and broaden their job outlook are explored here, with emphasis on the need for making occupational information a lively and interesting part of counseling.

An important part of the employment counselor's job today is to help the counselee achieve an understanding of the world of work. This is especially true because of the ever-changing nature of the economy and the limited work experience of many counselees, particularly youth. Too often this vital function is performed in a routine, perfunctory manner, rather than as a lively exploration of a fascinating, colorful kaleidoscope of occupations.

The most usual methods for imparting occupational information are telling the counselee about occupations which might be suitable for him to aspire to, or giving him printed matter to read, particularly publications such as the OCCUPATIONAL OUTLOOK HANDBOOK, JOB GUIDE FOR YOUNG WORKERS, or State prepared job guides.

Although both of these methods have a place in counseling, they also have definite limitations. In oral presentations, for example, there is no way to determine how much of what is said is understood by the listener, or how well what is said conveys the ideas intended by the teller. Reading material poses problems for the poor reader. With the advent of the Youth Opportunity Centers and emphasis on assistance to disadvantaged youth, the limitations of telling and reading as means of imparting information become more evident. New and broader concepts of the meaning and method of this aspect of counseling are essential as we deal with counselees with whom the old methods are not effective.

Purpose of Occupational And Job Market Information

Sound vocational choices and plans should be made not only on the basis of the worker's aptitudes and qualifications, but also on knowledge of employment opportunities in different occupations and trends indicating future opportunities. This information should not be limited to what now exists in the local job market because it must take into account the mobility of the labor force and the changing nature of jobs. The counselee must gain a concept of a dynamic job market in which the jobs and the demands of the market are constantly changing. He must realize that there are many kinds of jobs for which he could qualify, so that he will be better equipped to make future vocational decisions when the need arises.

In imparting occupational information, often the first objective of the counselor is to broaden occupational horizons, because the outlook of many counselees is often extremely limited. This is particularly the case with disadvantaged youth. What the counselee has seen and what he has experienced may so limit his knowledge of the kinds of work which exist that he has little basis for making a sound vocational choice. As the counselee learns more about occupations, he may be motivated to aspire to higher levels of achievement.

The counselor's objective, then, is to help counselees see and experience jobs, to help them discover the variety of ways in which people make their livelihood, and to encourage them to raise their sights within their capabilities.

Imparting Job Market Information

Using a variety of ways to give information to counselees will make the exploration of occupations a more vivid and meaningful experience for them. Some suggestions for imparting occupational and job market information are listed below.

1. *Films.* These can often be used to good advantage in broadening the counselee's knowledge of occupations. Films showing persons at work give reality to occupations previously discussed.

Before a film is shown, the counselor should be sure that it is appropriate to the needs of the group who will view it. It should be in language they can understand. The counselor will have to experiment before he can judge the probable effect of a film on the viewers. Some things said or done in a film may appear ridiculous or offensive to persons from different cultures. This is particularly true of "preachy" films, or those depicting situations in which it is impossible for the counselee to picture himself.

Some films can be secured for showing without cost, others for a small rental fee. A catalog of U.S. Government films can be secured from Norwood Films, 926 New Jersey Avenue NW., Washington 1, D.C. A catalog of Employment Security slides and films can be obtained from the Bureau's Office of Information. There are many commercial film distributors. Public libraries are another local source of films. Some large industries have films which they furnish for showing without cost. Films may be shown

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by nonprofessionals or volunteers. However, they should always be followed by a discussion of what has been seen, led by a counselor.

2. *Observation of Jobs.* Providing the counselee with an opportunity to observe workers on the job or in training for a job can be an effective way of introducing him to the reality of jobs. Visits to industry or training schools can be arranged for individuals or groups so that work situations can be experienced at first hand. Many young people have never been inside a factory or office. Such experiences will broaden their knowledge of occupations and may serve to motivate some of them to aspire to similar work. Some may be motivated by seeing persons from their own culture or race learning or displaying skills already learned elsewhere. Employers are usually willing to have individuals or groups visit their plants, and many have regularly scheduled conducted tours. However, each visit should be arranged ahead of time and planned to meet the needs of the counselees who will visit the plant, since it may be desirable to limit what they see. A preview of possible training for counselees is valuable in helping them make decisions. Visits to classes under MDTA can be arranged easily. Local trade and commercial schools are usually willing to have visitors if such visits are arranged in advance.

3. *Demonstrations.* Demonstrations of various kinds of work, with some participation on the part of counselees, will be found useful. For example, a radio repairman might demonstrate how he locates some simple problem, such as tube failure, and then allow several counselees to try to solve the same problem and replace tubes. Teachers from vocational classes can be called upon for this type of demonstration.

4. *Books, pamphlets, pictures, bulletin boards.* Although the effectiveness of reading materials will vary with the counselees, such materials should be furnished in great variety and at various levels of difficulty. The counselor may offer a book or pamphlet if he feels the counselee is ready for it, can read it easily, and understand it. Printed materials may be placed prominently in waiting spaces for the counselees to read while waiting for interviews, or to take home with them. USES materials to be used as handouts include JOB GUIDE FOR YOUNG WORKERS, HOW TO GET AND HOLD THE RIGHT JOB and CHOOSING YOUR OCCUPATION. Pamphlets and throwaways from local industries are often available at no cost.

Pictures can be placed on walls or bulletin boards. Timely cartoons or other pictures cut from periodicals often get a message across effectively. Bulletin boards should be changed frequently and kept fresh. The counselees should want to see "what's new."

Items, hopefully motivational in character, can be posted on the bulletin board. Announcements of the formation of new training classes, or information on the kinds of jobs graduating trainees have found, may be of interest.

Training Counselors To Give Information

Counselors, themselves, bring to their jobs varying backgrounds and experience, and their knowledge of occupations and the job market cannot automatically be assumed to be adequate. As part of the planned developmental training of counselors, training in these areas should be included on a regularly scheduled basis. Keeping job market information fresh, alive, and meaningful requires continuing effort and training.

Training of counselors can be accomplished by means of:

1. Group meetings, scheduled quarterly or more frequently if significant changes are taking place in the job market. These meetings should include counselors, labor area analysts, and employer relations representatives. Consultants from the field of economics or business might be included on occasion. Discussions should be designed to meet the needs of the counselors participating. The labor area analysts and economists should acquaint the counselors with the basic industrial and occupational structure of the community and interpret reports, such as the ES 219, which counselors often find dry and meaningless. They should also discuss current trends and happenings in the job market and their probable significance in terms of jobs. The discussions should get into implications for training, testing, and other related fields as well as for counseling.

2. Clippings from newspapers and other publications, local, area and national, which have job market significance, should be assembled and circulated to staff. Information, such as expansion or curtailment of industries, plants coming into the area or moving out, and changes in management or policies, for example, can

Maxine B. Frosh is in the Branch of Counseling and Testing Services, U.S. Employment Service.

give a sense of immediacy and reality to movement in the job market. Technological changes underway or new products to be manufactured will be of particular interest. The supervisor of the counseling function should assign someone to be responsible for assembling and circulating this information. All counselors should be alerted to watch for items of interest and to bring them into the office. The significance of the information in the clippings should be discussed, either informally in the office or during group meetings.

3. Conferences on cases involving interesting problems relating to job market information should be held with labor area analysts and employer relations representatives or other consultants present. Appropriate reference materials can be introduced during these sessions as pertinent to the case under discussion.

4. A firsthand, intimate knowledge of the industries and occupations in the immediate area in which he is working is a necessary part of the counselor's equipment. His developmental training should include visits to the principal local employers, either alone or with the employer relations representative. Such visits will afford him an opportunity to see the work force in operation, to view various jobs being performed, and to learn what is involved in the work.

He should learn, from local office records, the staffing patterns of the organizations he visits and how persons advance within the organization, also what training or other requirements enhance chances for promotion. This background will enable the counselor to arrange plant visits for his counselees and to make the information he imparts factual and meaningful.

Reference Materials

A wealth of material is available for the counselor to use, much of it prepared by our own economists and analysts. Reference materials must be within easy reach of the counselor so that he can use them when they are needed. Keeping these materials fresh and up to date is a continuing chore which should not be neglected. Among the kinds of materials which will be found useful are:

1. Films on occupations and industries to be used in broadening the knowledge of both counselors and counselees. One office reports showing films during the noon hour for local office staff. Attendance is not compulsory but has been very good, especially in bad weather. Films included are not only on occupational subjects but on the economy in general and other topics which might help the counselor in his understanding of people from various ethnic, racial, and economic backgrounds.

2. Industrial and government books and pamphlets. There is an endless variety of occupational reference materials available at no cost from industry and Government. Many large companies offer printed occupational information and often visual aids as well. Government agencies, among them the USES, the Women's Bureau and the Bureau of Labor Standards of the U.S. Department of Labor and the various branches of the Armed Forces, publish helpful occupational material. Private, nonprofit agencies, univer-

sities and colleges, and educational and business associations among others, publish occupational material.

Sources of occupational literature of all kinds are listed in various indexes of occupational materials to be found in public libraries. Gertrude Forrester's "Occupational Literature" is perhaps the best and most complete of these. In our own offices the "Guide to Local Occupational Information," BES, U.S. Department of Labor, Washington, D.C., provides a convenient reference to local occupational reports issued by the various State agencies.

3. Trade publications. Those most needed for everyday use should be selected for the office library, since the number and variety of such publications is immense. Public libraries may be a better source for this kind of reference than local office libraries.

4. Books on occupations. The Department of Labor's OCCUPATIONAL OUTLOOK HANDBOOK is widely used, is up to date, and offers broad coverage. Other Department of Labor publications are listed in BUREAU OF EMPLOYMENT SECURITY PUBLICATIONS, available from the Bureau.

5. Area skill surveys. State Employment agencies have made about 170 of these surveys throughout the country in cooperation with civic groups or organizations. They contain information very useful in counseling and are listed in JOB OPPORTUNITIES INFORMATION, dated October 1963, available from the Bureau.

6. Occupational guides. A number of these guides have been prepared in various States. They are listed in GUIDE TO LOCAL OCCUPATIONAL INFORMATION and can usually be secured from the States. Although these guides were prepared locally, many have more general applicability and usefulness.

7. Local labor area letters or other Employment Service publications containing job market or occupational information pertinent to the State or area are always available for counselor use.

8. Current job openings and information on jobs which could not be filled by the local office because no qualified applicants could be found, should be made available to the counselors. This will give a cross section of the hard-to-fill jobs and suggest possible training for counselees qualified and interested in the occupations.

9. Over 3,000 training needs surveys have been made throughout the country. These are short-term surveys, made preliminary to setting up MDTA training courses. Although these surveys are not published, those locally prepared are available for counselors' use, and serve to highlight the labor shortages in the area for which training may be required.

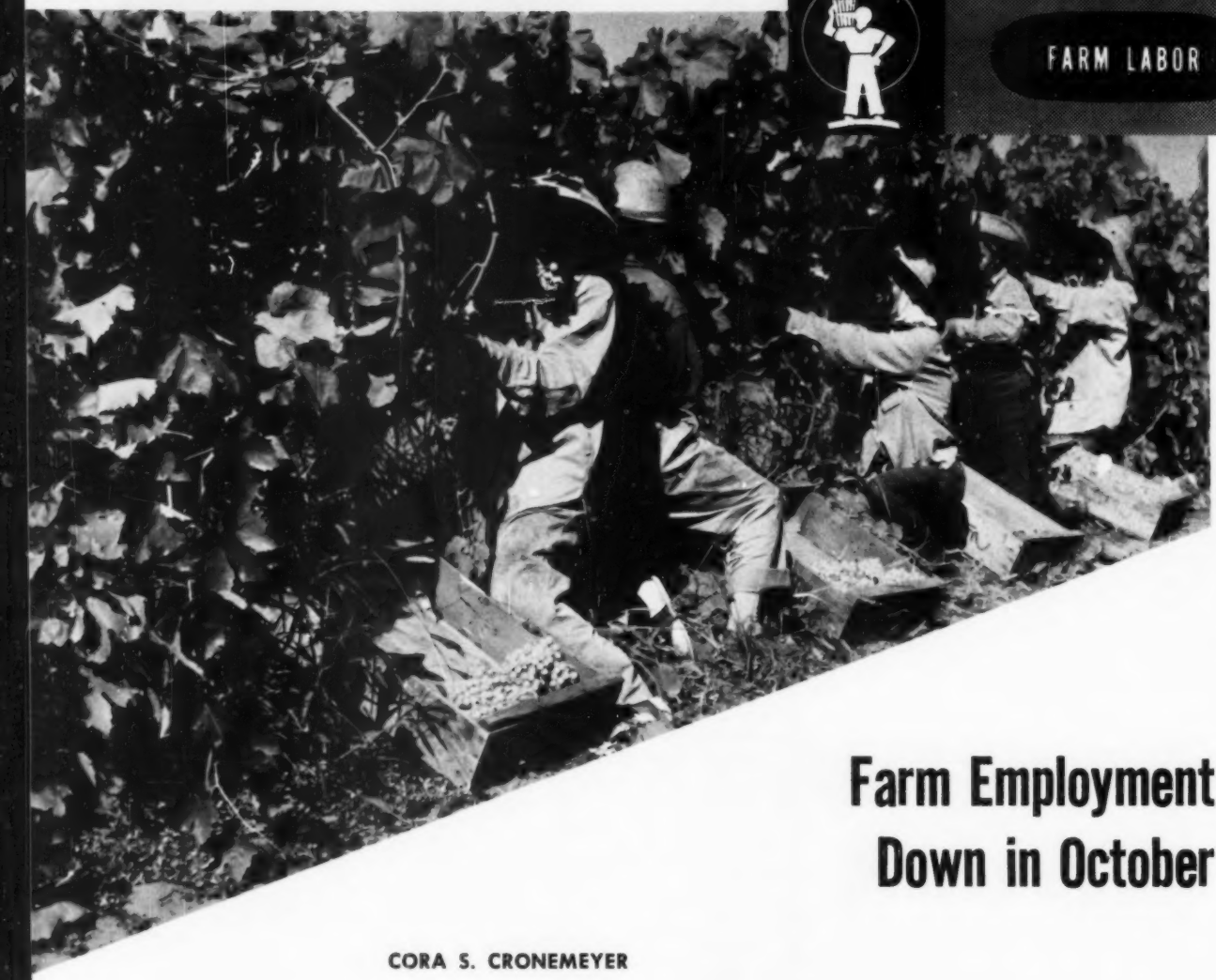
Library Maintenance

When a large quantity of reference material has been assembled, it should be indexed and filed in such a way that needed items can be easily located by both counselors and applicants. The library should be close to the counselors' working area.

The importance of keeping occupational and job market information easily available and up to date cannot be overemphasized. Materials should be assessed from time to time to determine their usefulness and obsolete materials removed to assure counselors of being supplied with usable, wanted materials.

Conclusion

The Employment Service has always been a leader in the field of occupational and job market information. Information is continually being gathered and incorporated in the kind of references needed by counselors and other Employment Service personnel. Our counselors are in a position to be the best informed and the best qualified to furnish counselees with the information they need. The counselor's task is to know and use the information available to him and to make occupational investigation a lively, vital part of counseling.



Farm Employment Down in October

CORA S. CRONEMEYER

A tropical storm and local showers affected the employment of seasonal hired farmworkers in October 1964. In major agricultural areas reporting to the Bureau of Employment Security, employment was 1,025,200—some 35,400 less than in September and 32,600 less than the preceding October. Employment losses from a year earlier were concentrated in cotton and vegetable harvesting.

Weather Slows Cotton Harvest

The slow pace of the 1964 cotton harvest continued in early October. Bad weather and increased use of machinery reduced the annual peak of 330,400 workers in mid-October below the 1963 high of 364,000 workers.

Hurricane Hilda, which hit Louisiana on October 3, damaged or destroyed considerable cotton in the southern part of the State. However, since that section produces less than a fifth of the State's cotton, the storm's effect on Louisiana's employment was relatively minor. Dry weather following the storm enabled growers to resume near-normal operations. Much of the hurricane's force was spent by the time it reached Mississippi, so that heavy cotton-producing sections in the delta and northern area of the State escaped most of the torrential downpour. Both States reported more machines in use at mid-October than last year.

During the week of October 13–19, most cotton States east of the Mississippi River reported that rains and wet soils kept some workers out of

Cora S. Cronemeyer is Assistant Chief, Branch of Research Activities, Office of Farm Labor Service, USES.

the fields. Precipitation was particularly heavy in the Eastern Seaboard cotton States, which had 29 percent of the Nation's cotton-harvest workers. However, growers were using more workers than a year earlier either to get the cotton in before the rain ruined it or to handpick the fields where heavy machines could not get through the mud.

In Texas, where 52,500 workers were harvesting cotton, weather conditions were favorable. Work was nearly completed in central and southern areas. In northwest Texas, many farmers were waiting for the frost to defoliate the plants to put mechanical strippers in the fields. In the Western States, weather delays were minor and machine harvesting was becoming active.

Because of a later season, some 9,073,000 cotton bales had been ginned prior to November 1, 1964, according to the Bureau of the Census, 10 percent less than by that date in 1963. The decline in total man-months of cotton-harvest labor for the corresponding period was slightly greater—12 percent—not only because of the late season, but also because of increased mechanization. The U.S. Department of Agriculture predicts that total cotton production will be up slightly from 1963, and the yield per acre will top the previous record in 1963.

Vegetable Employment Down

Vegetable-harvest employment declined seasonally to 176,600 in October. Most of the 74,900 potato workers were in Eastern Seaboard or Western States, and most of the 35,200 tomato pickers were in California. Total vegetable-harvest employment was 27,800 lower than in October 1963 because harvesting was nearer completion in most places. Production of fall potatoes was estimated at 10 percent less than in 1963, whereas for the tomato crop for processing, output was estimated at 9 percent above 1963.

About four-fifths of the 146,000 fruit-harvest workers employed in October were picking apples or grapes. California had nearly all of the 40,800 grape-harvest workers. Of the 77,500 apple-harvest workers, 43 percent were in Eastern Seaboard States and 26 percent in the State of Washington. Total fruit-harvest employment was about the same as in October 1963. An increase in apple-harvest workers and a decrease in grape-harvest workers reflected production changes.

Citrus Prospects Bright

The harvest of the 1964–65 citrus crop began in Florida in October, with seasonal hired employment expected to exceed greatly that in the October 1963–September 1964 period. Tremendous production increases are in prospect. The U.S. Department of Agriculture has forecast that the 1964–65 orange crop, excluding California Valencias, will be up a third over the preceding season, primarily because of Florida's rapid recovery from the 1962 freeze. Grapefruit production, excluding the late California areas, is estimated at

The lettuce crops in Colorado and Arizona employed several thousand Mexican workers.

Apples were being harvested during September.

26 percent more than a year earlier. However, lemon production is expected to decline 22 percent.

Other Crops

Some 59,100 workers were harvesting hay and grain—about the same number as in October 1963.

Tobacco-harvest workers numbered 53,200, about 17,400 more than last year, when the season was shorter.

Sugarcane harvesting was underway in Louisiana, requiring 5,700 workers. Ordinarily, machines do most of the work in this State, but this year Hurricane Hilda leveled many of the stalks, and some of the work had to be done by hand.

Other agricultural activities requiring significant numbers of seasonal hired workers were livestock tending, nursery work, sugar beet harvesting, and nut harvesting.

Fewer Jobs for Migrant Workers

Migrant-worker employment continued to decline seasonally to 160,900 in mid-October, with most activity related to the apple and potato harvests. Interstate workers totaled 100,600, intrastate migrants 60,300. Total employment of migrant workers was 9,100 lower than in October 1963.

Harvesting of apples and potatoes in Middle Atlantic States occupied the bulk of the 38,600 interstate workers along the *Eastern Seaboard,* with employment leading in New York, New Jersey, Virginia, and Pennsylvania. Most migrants were residents of Florida, Georgia, and other Southern States.

Some 34,700 interstate farmhands were working in the *Western States,* with employment concentrated in three of them. In California, over 10,000 migrants were chiefly engaged in harvesting grapes, lettuce, olives, and rice, while in Washington over 10,000 were gathering apples and other crops. Idaho had several thousand working in the potato harvest. Most of these workers were from Southwestern States.

Nearly half of the 20,300 interstate jobholders in the *North Central States* were in Michigan working mainly on the apple harvest. North Dakota used a few thousand in small grain activities. Many migrants had already gone home to Texas and other South Central States.

California employed some 20,900 intrastate migrant workers, principally in the grape, nut, lettuce, and olive harvests. Most of Texas' 14,300 intrastate migrants were busy in the cotton harvest. Washington engaged a few thousand in apple-harvest activities. These three States accounted for two-thirds of all intrastate workers employed in October.

Foreign-Worker Employment Under 1963 Peak

Peak foreign-worker employment in 1964—92,800 on September 15—was 12,700 below the 1963 peak and the lowest since 1950. Peak use of Mexican workers reached 82,100, lower by 8,000 than in 1963 and the smallest since Public Law 78 was enacted in 1951.

By mid-October, foreign nationals working in the United States declined to 80,800, including 70,900 Mexicans, 6,200 British West Indians, 2,400 Canadians, and 1,300 Japanese and Filipinos. Foreign workers were 17 percent fewer than in October a year ago because of lower requirements for the California tomato harvest and the Texas cotton harvest.

Over 40 percent of the vegetable-harvest workers in September were picking tomatoes.

Of the 51,600 foreign nationals in California, over half were working in the tomato harvest. Lettuce cultivation and lettuce, citrus, grape, and strawberry harvesting were also significant foreign-worker activities. Most of the 12,200 braceros in Texas and all of the 1,400 in Arkansas were harvesting cotton. Most of the 4,500 Mexicans in Arizona worked on citrus fruit and lettuce. British West Indians primarily cultivated sugarcane in Florida and picked apples in several other Eastern Seaboard States. About 100 British West Indians were

Estimated Employment of Seasonal Hired Farmworkers, by Geographic Origin and Crop Activity,[1] October 15, 1964

	Number employed	Percent distribution
Type of worker		
Total	1,025,200	100.0
Domestic	944,500	92.1
Local	783,600	76.4
Migrant	160,900	15.7
Intrastate	60,300	5.9
Interstate	100,600	9.8
Foreign	80,700	7.9
Mexico	70,900	7.0
British West Indies	6,200	0.6
Japan and Philippines	1,300	0.1
Canada	2,400	0.2
Crop activities		
Total agricultural	1,025,200	100.0
General	70,700	6.9
Cultivating	49,200	4.8
Vegetables	24,200	2.4
Other crops	25,000	2.4
Harvesting	819,200	79.9
Cotton	330,400	32.2
Vegetables	176,600	17.2
Potatoes	74,900	7.3
Tomatoes	35,200	3.4
Other vegetables	66,500	6.5
Fruits	146,000	14.2
Apples	77,500	7.6
Grapes	40,800	4.0
Other fruits	27,700	2.6
Hay and grain	59,200	5.8
Tobacco	53,200	5.2
Other crops	53,800	5.2
Activity unspecified	86,100	8.4

[1] Based on reports from 225 of the 275 agricultural reporting areas delineated by the Bureau of Employment Security.

in Louisiana (the number reached 250 by the end of the month), the first foreign workers used in that State since 1952; damage to sugarcane by Hurricane Hilda hampered mechanical harvesting of the cane and necessitated more hand labor. Most of the Canadians were harvesting potatoes in Maine.

Unemployment Reduced

With the cotton harvest absorbing thousands of workers in October, unemployment of farmworkers in major BES agricultural reporting areas fell to 15,000. Two-thirds of the unemployed were in Louisiana, where increased mechanization and hurricane damage reduced cotton harvest jobs. Louisiana workers who were willing to take jobs outside their home areas had already gone to help with the sugarcane harvest. Only a few hundred workers in other States were interested in jobs outside their home areas. A shortage of 15,400 farmworkers was reported in the cotton areas of Texas, Arkansas, Alabama, New Mexico, and Arizona.

Clerical Field Is Marked by Vast Change

The clerical field today is undergoing "the most significant change since the invention of the first office machines." That is a major conclusion of a new study, entitled "Clerical Occupations for Women—Today and Tomorrow," released recently by the Women' Bureau of the U.S. Department of Labor.

This 69-page illustrated booklet (Bulletin 289) stresses the wide range of skills and abilities required in various clerical jobs and is directed to the student yet to hold her first job, the woman returning to the labor force, and the employed woman seeking to explore new opportunities. It should also be useful for vocational counselors, placement workers, and employers.

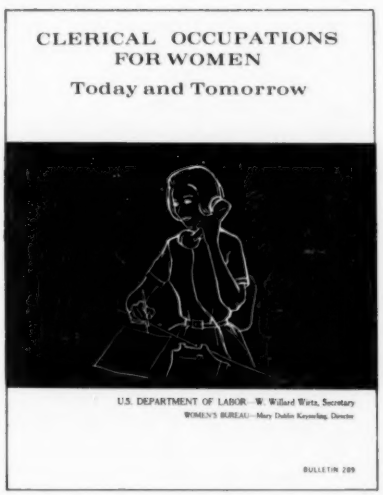
The report asserts that the change has been triggered in part by "automation and other technological trends." Also involved are new qualifications for clerical workers as well as changes in the characteristics of the people who hold clerical jobs. "Interwoven with these developments is the rapid expansion in clerical employment that has gone on for 60 years and more."

More women—over 7 million—are employed in clerical jobs than in any other occupational area. Total clerical employment in the Nation is 10 million and continued job expansion in the clerical field is foreseen, though probably at a slower pace than in earlier periods. Clerical employment may reach 14 million in 1975—or about 14 clerical workers for every 10 employed in the field in 1963.

Two-thirds of the women holding clerical jobs are concentrated in seven occupations: Secretary, stenographer, bookkeeper, typist, cashier, telephone operator, and office machine operator.

The bulletin describes these and 14 more jobs, including computer operators, dental and medical assistants, filing clerks, and bank tellers. It discusses job duties, opportunities for employment and advancement, educational and skill requirements, and earnings. The study also covers specialties within the secretarial occupation: Medical, legal, educational, engineering, and linguistic.

The booklet is available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, at 35 cents per copy.



Drop in October Placements Less Than Seasonal

The 1,950 local offices of the pubic Employment Service filled 578,900 nonfarm jobs in October, an 8 percent decline from the preceding month, after adjustment for number of workdays. The usual decrease for the time of year is 11 percent. All occupations and industry divisions showed smaller-than-usual placement declines between September and October except semiskilled and government. In these two groups, placements dropped more than seasonally.

Compared with October a year ago, placements declined 12.5 percent. The decline in youth placement was less than half the overall average. The 146,200 placements of youths under 22 were 5.9 percent under the year before. Among young men, the decline was less—2.4 percent. However, new applications for work filed by youths in October dropped relatively more than placements over the year—6.8 percent both for all youths and for young men separately.

Professional Placements at Record High

Contrary to the over-the-year drop in placements, those made in professional and managerial jobs, at 23,000, edged up 0.5 percent from last year to a record for October. In the 55 largest metropolitan areas, professional placements were up 5.4 percent from a year ago and skilled jobs filled gained 0.5 percent.

Jobless Workers Get Placements

From the count made the first month of each quarter, 98 percent of the placements were of jobless workers for the fourth successive quarter. This ratio was verified in a review of nearly all the 578,900 October placements, and in surveys for the three earlier quarters.

Counseling and Testing

Many job applicants need help in choosing a vocation, in making a job change, or in solving problems which prevent them from obtaining or holding jobs. While the need for counseling is not confined to any particular group, it is greater among youths, veterans, handicapped, older workers, minority groups, and re-entrants to the employment field, such as housewives. While the ultimate goal is placement in appropriate employment, the counseling interview may disclose that the applicant needs job training, additional education, medical care, or financial assistance. If so, he may be referred to special programs such as ARA and MDTA for training, or to another agency for other types of assistance.

During each of the fiscal years 1960–1964, more than a million persons received job counseling. Because sometimes more than one interview is necessary to resolve an applicant's problem, in fiscal year 1964 some 2 million counseling interviews were given to 1.2 million individuals. In October, about 107,000 individuals were counseled, 24 percent more than in the previous month, but 10 percent fewer than a year ago. About three-fifths of the individuals

Nonfarm Placements in the United States and in 55 Largest Metropolitan areas by Occupation and Industry, October 1964*

Occupation and industry	Placements				Percent distribution	
	Total limited States	Percentage change from year ago	Total 55 areas	Percentage change from year ago	Total limited States	55 areas
Total [1]	578,900	−12.5	281,400	−11.0	100.0	100.0
Occupation:						
Professional and managerial	23,000	+.5	17,500	+5.4	4.0	6.2
Clerical and sales	83,600	−13.9	44,300	−10.1	14.4	15.7
Service	179,100	−10.4	98,200	−10.0	30.9	35.0
Skilled	28,900	−20.0	14,200	−16.6	5.0	5.0
Semiskilled	78,400	−11.7	35,200	−10.6	13.5	12.5
Unskilled and other	185,900	−14.4	72,000	−15.0	32.1	25.6
Industry:						
Construction	46,000	−13.3	13,900	−15.2	7.9	4.9
Manufacturing	131,400	−13.5	60,500	−11.4	22.7	21.5
Durable goods	63,700	−6.5	31,200	−10.4	11.0	11.1
Nondurable goods	67,700	−19.2	29,300	−12.3	11.7	10.4
Public Utilities	20,200	−8.3	7,600	−5.8	3.5	2.7
Trade	134,300	−13.9	66,300	−10.2	23.2	23.6
Service	217,800	−10.7	121,200	−11.7	37.6	43.1
Nonhousehold	100,100	−12.2	55,100	−14.5	17.3	19.6
Household	117,700	−9.3	66,100	−9.2	20.3	23.5
Government	16,600	−19.3	6,200	+4.0	2.9	2.2
Other	12,500	−13.6	5,700	−8.2	2.2	2.0

[1] Items may not add to total due to rounding.
*Includes Puerto Rico, Guam, and the Virgin Islands.

Source: U.S. Employment Service, based on data from State employment services.

LATEST TRAINING HIGHLIGHTS

Under ARA Program
(As of November 1, 1964)

Approved training projects	845
Total trainees approved	38,177

Employment Status
(November 1961–June 1964)

I. Completed training	21,053
A. Obtained employment	15,892
Training-related	14,321
Nontraining-related	1,571
B. Referred for employment, awaiting referral, and other (including status unknown)	5,161
II. Employment Service placement activity	
A. Placed by ES	10,332
B. Other	5,560

State Agency
Trainee Selection and Referral Activities
(September 1961–October 1964)

Screening interviews*	102,588
Counseling interviews	41,797
General aptitude tests	24,808
Specific aptitude tests	35,374
Proficiency tests	4,049
Referrals to training	32,377

*Cumulative from September 1962

Under MDTA Institutional Program
(As of November 1, 1964)

Approved institutional training projects	4,407
Total trainees approved	235,892

Employment Status
(September 1962–June 1964)

I. Completed training	50,552
A. Obtained employment	36,719
Training-related	31,811
Nontraining-related	4,908
B. Referred for employment, awaiting referral, and other (including status unknown)	13,833
II. Employment Service placement activity	
A. Placed by ES	24,076
B. Other	12,643

State Agency
Trainee Selection and Referral Activities
(June 1962–October 1964)

Screening interviews	1,160,354
Counseling interviews	334,897
General aptitude tests	167,235
Specific aptitude tests	171,498
Proficiency tests	54,090
Referrals to training	174,838

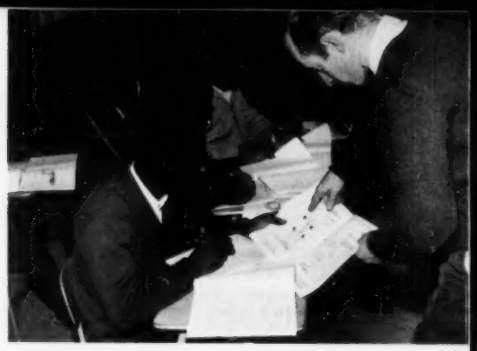
counseled in October were young people—the same as in the year before. With the cooperative high school program in full swing, youths counseled totaled 64,100, up 57 percent from the number counseled under the program in September. However, counseling of youth dropped 8 percent below a year earlier.

Testing is another valuable tool in placing applicants. It helps to place an applicant in a job suitable to his abilities, and also to counsel a person in the choice of a career. The general aptitude test used widely in the cooperative high school program measures an applicant's potentiality to acquire skills in many broad occupational groups. The specific aptitude test determines fitness for a particular occupation whereas the proficiency test measures skills already acquired in an occupation. The volume of USES testing has grown considerably—from 1,761,000 in fiscal 1960 to 2,338,000 in fiscal 1964.

Some 225,900 individuals were tested in October, 12.4 percent more than during the preceding month. Of these, 98,900 were given general aptitude tests, predominantly under the cooperative high school program. However, specific aptitude testing declined by almost 10 percent and proficiency testing by 14 percent in October. Over the year, the number of individuals tested declined by 11.2 percent, with the following decreases in the three types of testing: GATB's—10.8 percent, specific aptitude—9.4, proficiency—15.4.

Farm Placements Drop

Farm placements, at 762,800 in October, fell 10.7 percent from the previous month and 26.6 percent from the year before. Mississippi, North Carolina, and Tennessee accounted for nearly three-fourths of the over-the-year decline. Lower employment in cotton harvest in 1962 reduced farm placements.



Working with programed instruction material.

YMCA's Youth Project

(*Continued from page 54*)

provide them with enriched experiences which will bring about positive changes in attitude, broaden their interests, and increase their self-respect which is so vital to psychological growth. In the absence of research data on attitudinal and personality variables, there are signs, beyond the convictions of the staff, that the project is producing significant changes in the lives of these young men.

Before entering the project, some youths had been involved with the law, several had been convicted of offenses and sent to reform school. Since graduation, only 1 of the 95 graduates has been in jail; only 1 participated in the recent rioting in the area. There has also been a noticeable change in attitude toward education and school. Several boys take books home for voluntary homework and report early for remedial classes. There is evidence of a healthy spirit of competition and cooperation within classes, and a decreased involvement with neighborhood gangs. The opportunity to form new friendships and to identify with male figures (instructors and counselors) has lessened the dependence on gang life. Finally, the youth have remarked about changes in themselves, have referred their friends for admission to subsequent cycles, and over 65 percent of them have returned after graduation to talk with the counselors or visit. For these men, the Youth and Work Project has "paid off."

STATISTICS

Table 1.—Selected Local Office Employment Service Activities October 1964

Table 2.—Nonagricultural Placements, by Special Applicant Groups October 1964

Table 3.—Nonagricultural Placements, by Industry Division October 1964

Table 4.—Work Force, Unemployment, and Employment in 150 Major Labor Areas September 1964 and September 1963

Table 5.—Status of MDTA Institutional and ARA Training Programs Through October 1964

More detailed data are provided monthly in EMPLOYMENT SERVICE STATISTICS, available on request to the U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

Table 1.--Selected Local Office Employment Service Activities
October 1964

	Nonfarm Job Openings		Norfarm Employer Contacts				New Applications 1/		Counseling Interviews		Placements			
	Total available openings 2/	Percentage change from year-ago	Employer visits	Percentage change from year-ago 3/	Promotional telephone contacts	Percentage change from year-ago 3/	Total	Percentage change from year-ago	Total	Percentage change from year-ago 3/	Total agricultural	Nonagricultural		
												Total	Percentage change from year-ago	Short-time
Total	1020006	-29	100920	-239	129382	-281	846435	-112	167066	-104	762778	578852	-125	187035
Alabama	18758	-67	1948	-367	513	-262	10499	-169	977	-281	6388	12006	-134	5095
Alaska	2294	353	199	-480	227	-401	1197	-248	196	-445	36	995	86	179
Arizona	12420	-173	1241	-78	1869	-103	9407	-93	1411	404	82869	8342	-211	2432
Arkansas	14053	3	1249	-278	1223	121	11308	-72	2465	95	23744	12102	8	5000
California	116798	-91	13074	-75	7354	-177	132144	-37	19790	29	23170	62577	-188	28184
Colorado	11632	-91	954	-187	1097	-218	9464	-35	531	-507	5910	8491	-103	3881
Connecticut	20449	-16	1083	-300	1522	-155	12564	-209	2458	64	417	8095	-283	1909
Delaware	1795	59	242	-201	44	—	1302	-77	763	2651	228	552	-140	130
Dist. of Col.	8182	-358	788	-166	1397	-221	5044	-124	2021	96	0	3984	-105	1475
Florida	34594	-37	3848	-182	514	-646	18972	-157	2459	60	6780	22069	-139	5245
Georgia	22641	-73	1089	-439	442	-624	16206	-51	2432	-74	3616	13895	-211	2409
Guam	850	-198	0	—	15	—	93	94	0	—	0	83	383	0
Hawaii	2038	3	205	-541	88	-537	2726	-174	339	-386	35	822	-261	79
Idaho	4858	-21	816	211	97	-401	3927	-7	639	-202	11272	3494	-154	979
Illinois	38070	15	3631	-348	18260	-317	27248	-250	6971	-228	2492	19603	-80	4975
Indiana	22832	63	2293	-420	1488	-426	16387	-198	1686	-288	3107	11761	-80	1863
Iowa	13064	5	2384	-133	2121	-549	8396	-23	1337	-196	2141	7916	-124	2887
Kansas	11697	-126	1966	-69	1566	-292	7396	-86	2026	-54	876	6841	-206	2823
Kentucky	8846	79	456	-664	825	-593	13351	-144	2816	-164	2192	4969	-206	1146
Louisiana	14789	109	1169	-420	864	-343	9212	-170	1492	-200	6044	9012	-72	3548
Maine	12030	212	597	-49	283	-410	4497	4	1069	94	582	2088	-356	558
Maryland	12537	-49	1415	-279	2068	-170	10664	-238	1911	36	15017	7319	-82	1274
Massachusetts	27444	-134	4790	28	11064	-133	31263	-41	6323	22	4861	13856	-210	3280
Michigan	31015	70	1267	-486	3039	-323	44734	-140	5497	-79	5788	16938	-96	4512
Minnesota	15106	-58	2134	-281	2398	-241	15054	-27	2865	56	1200	9065	-178	2619
Mississippi	16062	-25	1715	-275	1299	-348	12509	-78	4338	-74	246446	10856	-113	3579
Missouri	18166	-63	2289	-143	694	-537	15792	-245	3254	-238	30080	8388	-173	2362
Montana	3871	-250	1418	-253	1492	-201	3044	-212	1212	-161	1793	2886	-301	781
Nebraska	7453	-14	1632	-384	1628	-475	4354	-85	1414	-182	1339	4799	-197	1855
Nevada	4438	-84	560	1059	64	-526	3386	-10	921	2243	678	2710	-132	1118
New Hampshire	3346	-37	259	-432	180	-350	2889	-1	679	-221	531	1394	-27	20
New Jersey	31726	5	3000	416	4790	-55	24085	-141	3552	-21	8288	13886	-16	3941
New Mexico	4619	-129	671	-301	395	-396	4656	-24	1196	-45	1690	3496	-189	1676
New York	125890	-31	8027	-210	30024	-257	82231	-42	20949	-104	26115	75292	-83	31526
North Carolina	23796	-94	1335	-458	1704	-387	18514	-151	2482	-295	27703	10732	-353	1355
North Dakota	4672	79	445	-353	240	-550	2318	-59	393	762	2072	2815	-77	839
Ohio	36538	29	2335	-455	2283	-396	37549	-219	4692	-410	20186	19409	-90	8091
Oklahoma	19345	15	2239	-400	908	-111	10817	-29	2696	-2	8805	15981	32	9647
Oregon	10689	-45	1600	-198	1699	-285	12759	76	4368	361	16134	6286	-187	1547
Pennsylvania	40848	72	6793	-327	7405	-318	44626	-93	13514	-169	43770	24219	-27	6880
Puerto Rico	9048	-74	712	-313	677	-245	12947	-258	2418	-57	190	5145	-244	12
Rhode Island	5539	7	944	-288	1756	-313	4215	56	1019	216	6	2528	-179	466
South Carolina	10768	-134	522	-378	242	-414	8693	-124	1074	150	3523	7062	-201	1805
South Dakota	3310	-146	460	-107	186	51	2020	-136	432	-539	478	2025	-231	824
Tennessee	16480	-42	1528	-213	704	-355	11512	-171	1484	-291	68664	11005	-105	1939
Texas	67859	35	7068	-176	5002	-161	51222	-108	10151	-93	15786	47203	35	18261
Utah	4958	-214	869	-99	493	-4	3919	25	798	-403	2230	3350	-307	1086
Vermont	3467	49	148	-618	48	—	1688	-156	836	35	129	1276	-134	112
Virginia	21880	69	1063	-56	825	-224	11332	-182	3522	-27	7608	10493	-19	2893
Virgin Islands	2190	87	36	—	53	—	288	1286	49	—	0	109	135	0
Washington	17565	25	1960	-101	2271	-81	16107	-154	4104	-137	18543	7857	-123	2866
West Virginia	3657	-352	620	-420	724	-341	5331	-205	1757	-350	653	2162	-519	596
Wisconsin	20103	112	1368	-496	849	-680	13350	-170	3560	-344	304	6831	-339	875
Wyoming	2931	-43	472	-192	369	-51	1387	-116	328	-86	269	1782	-135	519

1/ Should not be interpreted as a measure of the total number of new job applicants at Employment Service offices, since there are some types of applicants for whom written applications are not taken
2/ Openings on hand at the beginning of month plus openings received during the month.
3/ Not computed if State volume for either period was under 50.

Table 2.--Nonagricultural Placements, by Special Applicant Groups
October 1964

	Total	Women	Persons under 22 years	Persons 45 years and over	Veterans 1/	Handicapped
Total	578,852	233,728	146,241	114,060	88,553	27,200
Alabama	12,006	4,208	4,385	1,819	1,030	240
Alaska	995	388	268	160	154	30
Arizona	8,342	3,470	1,446	1,362	1,635	373
Arkansas	12,102	3,683	3,818	2,020	1,789	852
California	62,577	26,686	20,509	11,503	10,425	1,668
Colorado	8,491	2,126	2,396	1,373	1,886	266
Connecticut	8,095	3,452	2,382	1,709	1,101	531
Delaware	552	233	96	87	89	21
Dist. of Col.	3,984	2,163	675	603	560	185
Florida	22,069	9,476	4,752	4,453	3,478	793
Georgia	13,895	5,441	3,174	1,782	1,654	445
Guam	83	5	52	3	3	0
Hawaii	822	308	287	95	86	52
Idaho	3,494	1,200	1,009	720	681	125
Illinois	19,603	6,069	4,545	3,483	4,400	666
Indiana	11,761	4,754	3,440	2,095	1,599	460
Iowa	7,916	2,227	2,477	1,565	1,771	528
Kansas	6,841	2,108	1,779	1,516	1,390	381
Kentucky	4,969	1,865	1,552	741	772	192
Louisiana	9,012	2,773	2,518	1,729	1,376	402
Maine	2,088	612	706	297	246	66
Maryland	7,319	3,485	1,553	1,480	984	125
Massachusetts	13,856	6,585	3,576	2,547	1,526	673
Michigan	16,938	5,408	4,535	2,821	2,641	979
Minnesota	9,065	3,038	3,083	1,793	2,038	569
Mississippi	10,856	4,170	3,215	1,699	1,087	402
Missouri	8,388	2,865	2,329	1,486	1,489	343
Montana	2,886	749	842	539	626	195
Nebraska	4,799	978	1,315	1,154	1,298	531
Nevada	2,710	1,088	358	730	724	74
New Hampshire	1,394	556	399	240	194	68
New Jersey	13,886	8,291	2,985	2,767	1,068	428
New Mexico	3,496	1,110	662	618	617	125
New York	75,292	43,663	11,968	21,277	8,068	4,044
North Carolina	10,732	4,913	3,171	1,278	1,039	437
North Dakota	2,815	822	1,155	417	375	155
Ohio	19,409	5,710	4,767	4,328	4,161	947
Oklahoma	15,981	3,906	2,840	4,142	4,090	1,447
Oregon	6,286	2,145	1,893	1,107	1,256	326
Pennsylvania	24,219	11,044	6,428	5,139	2,922	2,020
Puerto Rico	5,145	1,798	1,041	582	176	79
Rhode Island	2,528	1,308	823	529	264	178
South Carolina	7,062	3,069	1,792	1,140	760	255
South Dakota	2,025	463	655	369	535	91
Tennessee	11,005	4,721	3,139	1,394	1,420	416
Texas	47,203	16,512	9,926	9,896	8,038	2,528
Utah	3,350	1,002	819	562	826	277
Vermont	1,276	435	431	196	172	46
Virginia	10,493	4,247	2,657	1,472	930	322
Virgin Islands	109	84	30	11	0	0
Washington	7,857	2,204	1,992	1,437	1,520	365
West Virginia	2,162	978	620	433	292	84
Wisconsin	6,831	2,760	2,497	995	868	330
Wyoming	1,782	374	479	367	424	65

1/ Includes veterans of all wars.

Table 3.-- Nonagricultural Placements, by Industry Division
October 1964

STATE	INDUSTRY DIVISION						
	TOTAL	CONSTRUC-TION	MANUFAC-TURING	WHOLESALE AND RETAIL TRADE	SERVICE		ALL OTHER 1/
					TOTAL	DOMESTIC	
TOTAL	578,852	46,043	131,644	134,322	217,784	117,698	49,259
ALABAMA	12,006	1,359	1,702	2,904	5,517	2,408	524
ALASKA	995	91	191	128	322	174	263
ARIZONA	8,342	609	876	2,402	3,467	2,040	988
ARKANSAS	12,102	1,358	2,431	2,913	4,424	1,933	976
CALIFORNIA	62,577	2,022	11,004	14,587	29,689	15,292	5,275
COLORADO	8,491	947	978	2,541	2,646	1,162	1,379
CONNECTICUT	8,095	520	2,346	2,208	2,597	1,393	424
DELAWARE	552	59	143	112	208	141	30
DIST OF COL	3,984	93	73	1,055	2,356	1,728	407
FLORIDA	22,069	3,036	2,567	5,622	8,860	5,125	1,984
GEORGIA	13,895	2,074	3,368	2,739	4,966	3,164	748
GUAM	83	75	2	2	1	1	3
HAWAII	822	171	83	199	219	64	150
IDAHO	3,494	282	702	1,074	1,041	683	395
ILLINOIS	19,603	527	7,348	4,908	5,431	1,885	1,389
INDIANA	11,761	589	4,937	2,950	2,656	1,391	629
IOWA	7,916	1,081	1,553	2,256	2,137	877	889
KANSAS	6,841	1,073	912	1,699	2,031	1,287	1,126
KENTUCKY	4,969	379	1,111	1,136	1,669	807	674
LOUISIANA	9,012	1,174	977	2,475	3,509	1,763	877
MAINE	2,088	566	574	378	481	141	89
MARYLAND	7,319	1,021	1,790	1,138	2,902	1,907	468
MASSACHUSETTS	13,856	674	4,697	3,037	4,885	1,355	563
MICHIGAN	16,938	1,056	5,417	4,246	5,265	2,100	954
MINNESOTA	9,065	645	2,992	2,198	1,915	998	1,315
MISSISSIPPI	10,856	1,068	2,587	1,795	4,658	2,323	748
MISSOURI	8,388	472	2,485	2,359	2,197	942	875
MONTANA	2,886	436	399	685	768	346	598
NEBRASKA	4,799	932	896	1,391	850	416	730
NEVADA	2,710	181	119	627	1,420	718	363
NEW HAMPSHIRE	1,394	195	654	157	310	50	78
NEW JERSEY	13,886	512	4,753	1,903	6,241	4,448	477
NEW MEXICO	3,496	416	221	956	1,542	829	361
NEW YORK	75,292	1,528	17,313	11,694	41,271	24,914	3,486
NORTH CAROLINA	10,732	1,261	3,516	1,847	3,394	1,920	714
NORTH DAKOTA	2,815	512	181	701	777	470	644
OHIO	19,409	1,812	5,585	5,375	5,338	3,016	1,299
OKLAHOMA	15,981	1,866	1,461	4,386	6,360	2,971	1,908
OREGON	6,286	445	1,748	1,647	1,779	968	667
PENNSYLVANIA	24,219	1,401	7,778	6,975	7,085	3,824	980
PUERTO RICO	5,145	184	1,817	390	461	261	2,293
RHODE ISLAND	2,528	117	1,232	492	565	381	122
SOUTH CAROLINA	7,062	759	1,833	943	3,231	1,770	296
SOUTH DAKOTA	2,025	426	223	567	603	409	206
TENNESSEE	11,005	1,003	3,381	2,824	3,120	2,004	677
TEXAS	47,203	5,555	6,480	13,867	16,914	9,719	4,387
UTAH	3,350	423	529	1,084	839	303	475
VERMONT	1,276	274	232	308	378	169	84
VIRGINIA	10,493	1,586	1,994	2,255	3,733	2,275	925
VIRGIN ISLANDS	109	8	8	19	66	49	8
WASHINGTON	7,857	376	1,517	1,879	2,003	986	2,082
WEST VIRGINIA	2,162	159	382	576	790	505	255
WISCONSIN	6,831	293	3,043	1,386	1,486	686	623
WYOMING	1,782	362	303	327	411	207	379

1/ Includes forestry and fishing; mining; transportation, communication, and other public utilities; finance, insurance, and real estate; government; establishments not elsewhere classified.

Table 4.--Work Force, Unemployment, and Employment in 150 Major Labor Areas September 1964 and September 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
Total - 150 Areas	46,753.6	46,061.5	1,779.3	2,007.4	XXX	XXX	44,974.7	44,254.7	39,378.4	38,620.7	11,975.4	11,829.2
Alabama												
*Birmingham	243.2	243.6	8.1	10.7	3.3	4.4	235.1	232.9	203.1	201.0	60.4	60.6
*Mobile	120.3	120.0	4.7	5.3	3.9	4.4	115.6	114.7	96.6	95.3	17.6	17.3
Arizona												
*Phoenix	284.8	272.9	12.1	11.4	4.2	4.2	272.7	261.5	222.3	211.8	43.8	40.7
Arkansas												
*Little Rock-North Little Rock	111.7	111.5	2.2	2.2	1.9	2.0	109.5	109.3	93.2	92.2	18.2	17.6
California												
Fresno	185.7	189.0	8.9	9.4	4.8	5.0	176.8	179.6	101.9	98.4	18.6	17.5
Los Angeles-Long Beach 3/	2,902.2	2,832.9	159.0	155.7	5.5	5.5	2,743.2	2,677.2	2,437.6	2,369.5	750.8	756.8
Sacramento	229.0	224.0	8.4	7.9	3.7	3.5	220.6	216.1	193.6	189.7	33.7	35.9
San Bernardino-Riverside-Ontario	311.1	296.0	18.5	17.4	5.9	5.9	292.6	278.6	230.4	218.6	38.8	38.5
San Diego	340.0	338.2	24.1	23.5	7.1	6.9	315.9	314.7	264.2	263.5	56.4	56.4
San Francisco-Oakland	1,325.4	1,293.1	59.3	59.9	4.5	4.6	1,266.1	1,233.2	1,115.6	1,085.5	210.1	209.5
San Jose	338.7	323.9	15.3	12.7	4.5	3.9	323.4	311.2	272.1	261.4	95.0	98.1
Stockton	117.8	112.6	4.7	5.4	4.0	4.9	113.1	107.2	76.3	71.3	18.6	16.4
Colorado												
**Denver	437.3	443.6	11.9	14.2	2.7	3.2	425.4	429.4	367.8	369.3	65.1	70.7
Connecticut												
*Bridgeport	152.6	151.1	7.2	6.9	4.7	4.6	145.4	144.2	131.7	130.6	68.8	70.0
*Hartford	295.3	293.7	9.4	9.3	3.2	3.2	285.9	284.4	260.1	257.3	92.8	91.9
*New Britain	47.2	46.9	2.2	2.2	4.7	4.7	45.0	44.7	41.3	41.0	23.7	23.8
*New Haven	154.6	152.8	5.8	5.9	3.8	3.9	148.8	146.9	132.4	130.4	41.7	42.5
*Stamford	78.9	79.3	2.9	2.2	3.7	2.8	76.0	77.1	63.4	64.2	21.8	24.2
*Waterbury	80.6	80.9	4.3	4.4	5.3	5.4	76.3	76.5	68.2	68.4	37.0	37.7
Delaware												
*Wilmington	187.6	182.3	4.1	5.3	2.2	2.9	183.5	177.0	158.3	152.1	65.0	61.7
District of Columbia												
*Washington	989.9	974.3	21.2	20.8	2.1	2.1	968.7	953.5	866.3	850.8	37.6	37.0
Florida												
*Jacksonville	182.6	180.8	4.1	5.4	2.2	3.0	178.5	175.4	152.0	149.2	21.3	20.3
*Miami	427.4	433.8	24.2	38.8	5.7	8.9	403.2	395.0	330.0	323.0	46.5	44.8
*Tampa-St. Petersburg	282.6	274.6	9.9	11.3	3.5	4.1	272.7	263.3	218.3	208.9	40.1	37.3
Georgia												
*Atlanta	523.2	501.5	12.7	13.8	2.4	2.7	510.5	487.7	452.1	429.1	102.7	97.7
Augusta	81.2	81.4	2.4	2.8	2.9	3.5	78.8	78.6	66.4	65.9	25.4	25.1
Columbus	69.0	66.8	2.2	2.6	3.2	3.9	66.8	64.2	54.6	52.0	17.6	17.0
Macon	75.3	75.0	2.2	2.4	2.9	3.1	73.1	72.6	61.0	60.5	12.2	11.9
*Savannah	68.9	68.5	2.5	3.0	3.6	4.4	66.4	65.5	56.5	55.3	14.6	15.0
Hawaii												
Honolulu	203.3	199.1	7.2	8.8	3.5	4.4	196.1	190.3	174.3	168.5	16.2	17.8
Illinois												
*Chicago	2,909.0	2,898.4	86.0	104.0	3.0	3.6	2,823.0	2,794.4	2,556.1	2,522.0	878.1	858.6
Davenport-Rock Island-Moline	121.7	117.1	2.7	2.6	2.2	2.3	119.0	114.5	104.3	99.3	42.9	39.2
Peoria	123.6	118.1	2.9	3.9	2.4	3.3	120.7	114.2	104.6	98.9	42.8	39.5
Rockford	96.6	92.8	2.5	2.7	2.5	2.9	94.1	90.1	81.7	78.9	43.3	40.8
Indiana												
*Evansville	79.4	78.6	2.2	2.6	2.8	3.3	77.2	76.0	68.1	66.9	26.3	25.1
*Fort Wayne	104.6	103.8	2.1	2.8	2.0	2.7	102.5	101.0	92.1	90.7	37.2	36.5

Work Force, Unemployment, and Employment in 150 Major Labor Areas
September 1964 and September 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
Indiana (Cont'd)												
Gary-Hammond-East Chicago	214.5	209.8	4.9	8.6	2.3	4.1	209.6	201.2	192.7	184.1	104.3	98.4
*Indianapolis	315.5	348.4	9.4	9.9	2.7	2.8	342.1	338.5	312.8	308.5	106.6	103.8
*South Bend	90.9	94.0	6.2	2.3	6.8	2.4	84.7	91.7	77.4	84.4	29.9	37.5
Terre Haute	44.1	44.1	1.5	1.8	3.4	4.1	42.6	42.3	36.8	36.5	10.5	10.1
Iowa												
Cedar Rapids	67.7	66.4	0.8	0.7	1.2	1.0	66.9	65.7	54.4	53.7	22.6	23.2
*Des Moines	122.5	121.6	2.0	2.2	1.6	1.8	120.5	119.4	105.5	103.9	22.3	21.7
Kansas												
*Wichita	152.8	150.1	4.6	5.2	3.0	3.4	148.2	144.9	130.3	126.8	46.5	42.6
Kentucky												
*Louisville	305.2	301.2	8.4	10.8	2.8	3.6	296.8	290.4	261.7	255.5	92.7	89.6
Louisiana												
*Baton Rouge	91.3	91.3	2.8	3.2	3.1	3.5	88.5	88.1	74.3	73.7	15.4	15.7
*New Orleans	366.5	356.5	15.6	17.8	4.2	5.0	351.0	338.7	312.7	301.0	55.1	50.7
*Shreveport	108.8	108.5	3.8	4.3	3.5	3.9	105.0	104.2	76.8	75.0	9.9	9.9
Maine												
*Portland	67.3	65.6	2.3	2.2	3.4	3.4	65.0	63.4	57.7	56.2	14.1	13.8
Maryland												
*Baltimore	750.8	746.5	25.1	29.3	3.3	3.9	725.7	717.2	656.3	647.7	189.1	192.9
Massachusetts												
Boston	1,228.3	1,219.7	51.8	50.6	4.2	4.1	1,176.5	1,169.1	1,052.5	1,045.1	269.4	282.6
Brockton	50.6	49.9	2.9	3.3	5.7	6.6	47.7	46.6	40.8	39.7	16.3	15.7
Fall River	55.2	56.6	5.2	4.8	9.3	8.4	50.3	51.8	42.3	43.7	21.5	23.1
Lawrence-Haverhill	88.9	90.0	6.1	5.8	6.8	6.4	82.8	84.2	74.5	75.8	40.8	42.8
Lowell	53.1	52.3	3.8	3.4	7.1	6.4	49.3	48.9	44.5	44.1	19.0	20.0
New Bedford	63.1	63.7	4.3	4.5	6.7	7.0	58.8	59.3	50.2	50.7	25.7	26.3
Springfield-Chicopee-Holyoke	206.0	206.2	11.1	11.9	5.4	5.7	194.9	194.3	177.5	175.1	68.7	67.4
Worcester	131.1	131.5	5.9	7.0	4.5	5.3	125.2	124.5	112.6	111.9	47.6	47.4
Michigan												
Battle Creek	64.2	64.3	1.7	2.3	2.6	3.6	62.5	62.0	53.0	52.5	24.3	23.9
*Detroit	1,453.0	1,404.3	40.0	55.0	2.8	3.9	1,413.0	1,349.3	1,280.6	1,225.7	541.0	507.4
*Flint	147.3	144.4	2.2	2.7	1.5	1.9	145.1	141.7	130.8	127.1	76.1	74.3
*Grand Rapids	148.0	146.5	3.2	4.0	2.2	2.7	144.8	142.5	126.1	123.5	54.7	52.2
Kalamazoo	71.0	70.5	1.5	2.3	2.1	3.3	69.5	68.2	61.1	59.6	26.5	26.0
*Lansing	117.3	113.0	2.6	2.9	2.2	2.6	114.7	110.1	98.3	93.9	34.5	31.2
*Muskegon-Muskegon Heights	53.8	55.0	1.6	1.9	3.0	3.5	52.2	53.1	45.8	46.4	24.3	25.0
*Saginaw	71.3	69.1	0.9	1.2	1.3	1.7	70.4	67.9	60.6	57.9	27.9	26.2
Minnesota												
*Duluth-Superior	59.7	60.7	2.6	3.3	4.4	5.4	57.1	57.4	51.1	51.2	9.9	9.4
*Minneapolis-St. Paul	712.9	699.9	18.1	19.6	2.5	2.8	694.8	680.3	624.3	607.9	165.3	160.7
Mississippi												
*Jackson	93.9	93.0	2.1	2.8	2.2	3.0	91.8	90.2	73.6	71.8	11.9	11.3
Missouri												
*Kansas City	483.2	475.3	20.0	20.9	4.1	4.4	463.2	454.4	416.9	409.0	114.1	110.8
*St. Louis	897.0	887.0	28.4	34.5	3.2	3.9	868.6	852.5	770.8	751.7	266.4	257.7
Nebraska												
*Omaha	202.3	201.8	5.1	5.9	2.5	2.9	197.2	195.9	171.6	169.6	36.2	35.3
New Hampshire												
*Manchester 3/	50.5	50.7	1.5	2.1	3.0	4.1	49.0	48.6	44.5	44.0	17.0	17.1

Work Force, Unemployment, and Employment in 150 Major Labor Areas
September 1964 and September 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
New Jersey												
Atlantic City	74.2	74.4	3.4	3.4	4.6	4.6	70.8	71.0	56.3	56.4	9.1	9.1
*Jersey City	288.8	295.0	15.8	18.7	5.5	6.3	273.0	276.3	251.9	254.9	114.2	116.4
*Newark	814.0	816.1	38.0	42.2	4.7	5.2	776.0	773.9	684.4	679.7	236.1	238.3
*New Brunswick-Perth Amboy	232.0	233.9	10.1	11.2	4.4	4.8	221.9	222.7	193.2	193.2	89.3	93.1
*Paterson-Clifton-Passaic	491.7	491.5	25.2	24.5	5.1	5.0	466.5	467.0	396.8	395.3	163.0	168.4
*Trenton	134.7	134.0	4.5	6.0	3.3	4.5	130.2	128.0	113.7	110.9	39.3	38.6
New Mexico												
*Albuquerque	109.9	105.9	3.9	3.8	3.5	3.6	106.0	102.1	92.7	89.0	8.9	8.7
New York												
*Albany-Schenectady-Troy	279.3	278.5	9.8	9.9	3.5	3.6	269.5	268.6	235.0	233.2	60.8	62.2
*Binghamton	93.3	93.1	3.0	3.9	3.2	4.2	90.3	89.2	79.3	78.1	35.4	34.7
*Buffalo	524.3	520.5	18.4	28.3	3.5	5.4	505.9	492.2	449.9	436.0	174.4	165.8
*New York	5,301.4	5,290.7	247.3	258.8	4.7	4.9	5,054.1	5,031.9	4,423.1	4,388.3	1,107.3	1,123.7
*Rochester	292.1	281.9	4.5	6.6	1.5	2.3	287.6	275.3	256.7	244.7	116.3	110.4
*Syracuse	236.9	236.2	7.3	8.9	3.1	3.8	229.6	227.3	194.5	192.3	64.5	64.2
*Utica-Rome	128.8	132.9	6.2	6.6	4.8	5.0	122.6	126.3	102.0	103.8	37.0	37.7
North Carolina												
Asheville	58.1	56.7	1.8	2.1	3.1	3.7	56.3	54.6	46.7	45.0	18.0	16.9
Charlotte	140.7	137.1	3.8	3.8	2.7	2.7	136.9	133.3	119.5	116.5	29.8	29.0
Durham	53.0	51.6	2.1	2.2	3.9	4.3	50.9	49.4	43.7	42.1	12.8	12.9
Greensboro-High Point	130.7	127.9	3.1	3.1	2.3	2.4	127.6	124.8	107.9	105.3	45.5	45.1
Winston-Salem	91.5	91.7	2.7	2.8	3.0	3.0	88.8	88.9	77.1	76.8	36.7	37.5
Ohio												
*Akron	206.0	205.4	5.3	6.7	2.6	3.3	200.7	198.7	181.5	179.1	82.0	81.2
*Canton	132.8	130.5	3.7	5.7	2.8	4.4	129.1	124.8	114.0	109.7	55.0	52.2
*Cincinnati	461.0	462.6	13.7	15.1	3.0	3.3	447.3	447.5	401.0	399.2	144.1	145.1
*Cleveland	816.7	813.9	21.6	27.2	2.6	3.3	795.1	786.7	720.5	711.5	276.8	274.9
*Columbus	323.7	321.3	9.2	8.9	2.8	2.8	314.5	312.4	282.5	279.8	72.1	74.8
*Dayton	306.5	299.8	6.4	7.7	2.1	2.6	300.1	292.1	267.9	258.7	110.3	104.2
Hamilton-Middletown	70.1	70.1	2.7	4.0	3.9	5.7	67.4	66.1	59.1	57.9	26.5	25.9
Lorain-Elyria	75.3	72.1	2.0	2.7	2.7	3.7	73.3	69.4	64.1	60.5	32.5	30.4
Steubenville-Weirton	67.6	62.9	1.7	2.6	2.5	4.1	65.9	60.3	59.2	54.0	32.1	28.9
*Toledo	189.2	189.2	4.5	7.0	2.4	3.7	184.7	182.2	164.1	161.1	61.7	60.1
*Youngstown-Warren	189.6	184.8	4.4	9.3	2.3	5.0	185.2	175.5	164.8	153.8	78.4	68.8
Oklahoma												
*Oklahoma City	245.6	241.1	7.8	7.4	3.2	3.1	237.8	233.7	203.6	199.4	25.8	25.1
*Tulsa	181.3	174.4	6.5	7.5	3.6	4.3	174.8	166.9	146.1	138.1	31.4	28.6
Oregon												
*Portland	372.6	367.0	12.0	12.3	3.2	3.4	360.6	354.7	296.4	290.4	72.4	72.1
Pennsylvania												
*Allentown-Bethlehem-Easton	222.7	220.8	6.6	9.6	3.0	4.3	216.1	211.2	190.4	185.1	97.2	94.6
*Altoona	51.8	51.6	3.8	4.0	7.3	7.8	48.0	47.6	42.0	41.5	12.2	11.9
*Erie	99.8	99.1	3.4	5.6	3.4	5.7	96.4	93.5	83.3	79.5	40.4	37.0
*Harrisburg	172.5	171.5	4.4	6.3	2.6	3.7	168.1	165.2	150.4	147.6	34.6	34.1
*Johnstown	86.2	86.9	3.5	6.8	4.1	7.8	82.7	80.1	70.5	68.1	25.2	23.7
*Lancaster	127.1	126.8	2.5	3.3	2.0	2.6	124.6	123.5	101.0	99.7	49.7	48.4
*Philadelphia	1,877.2	1,876.4	89.5	107.7	4.8	5.7	1,787.7	1,768.7	1,546.0	1,527.7	541.8	537.2
*Pittsburgh	901.5	912.9	33.2	60.7	3.7	6.6	868.3	852.2	777.0	756.2	284.6	270.3
*Reading	127.7	128.1	3.1	4.8	2.4	3.7	124.6	123.3	107.0	105.7	53.6	52.5
*Scranton	93.6	95.7	6.8	8.8	7.3	9.2	86.8	86.9	76.2	76.2	31.9	31.3
*Wilkes-Barre--Hazleton	130.3	132.7	7.8	10.6	6.0	8.0	122.5	122.1	106.7	106.1	45.6	44.6
*York	110.4	108.0	2.8	4.6	2.5	4.3	107.6	103.4	90.7	86.6	45.2	41.6
Puerto Rico												
Mayaguez	30.1	29.1	3.8	3.9	12.6	13.4	26.3	25.2	19.7	18.8	8.3	8.2
Ponce	43.8	43.0	6.2	7.0	14.2	16.3	37.6	36.0	26.7	25.5	8.6	8.3
San Juan	230.3	232.9	12.0	13.7	5.2	5.9	218.3	219.2	183.2	184.2	29.9	30.2

Work Force, Unemployment, and Employment in 150 Major Labor Areas
September 1964 and September 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963	Sept. P/ 1964	Sept. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
Rhode Island												
**Providence-Pawtucket	361.2	362.6	18.9	19.8	5.2	5.5	342.3	342.8	309.0	308.9	130.1	130.6
South Carolina												
*Charleston	82.0	80.3	3.2	3.1	3.9	3.9	78.8	77.2	62.9	60.9	10.0	9.7
*Greenville	116.5	115.8	4.5	5.2	3.9	4.5	112.0	110.6	93.0	90.6	46.3	45.3
Tennessee												
*Chattanooga	123.9	120.5	5.1	7.2	4.1	6.0	118.8	113.3	101.1	96.3	42.2	40.4
*Knoxville	151.0	149.0	4.5	6.2	3.0	4.2	146.5	142.8	125.4	121.5	44.1	43.2
*Memphis	279.3	276.4	8.4	9.1	3.0	3.3	270.9	267.3	215.7	210.8	49.5	47.9
*Nashville	211.3	INA	6.1	INA	2.9	INA	205.2	200.5	171.1	167.4	51.5	50.9
Texas												
Austin	94.8	91.8	2.8	3.3	2.9	3.6	92.0	88.5	75.2	71.5	5.9	5.7
Beaumont-Port Arthur	124.7	124.1	7.4	7.0	5.9	5.6	117.3	117.1	99.7	100.0	35.4	36.1
Corpus Christi	76.8	74.1	2.7	3.2	3.5	4.3	74.1	70.9	61.8	59.0	8.7	8.6
*Dallas	539.4	523.7	17.1	18.1	3.2	3.5	522.3	505.6	458.5	443.5	111.8	108.9
El Paso	99.9	100.1	4.1	4.4	4.1	4.4	95.8	95.7	82.1	82.2	15.9	16.1
*Fort Worth	247.3	239.5	8.5	10.5	3.4	4.4	238.8	229.0	198.9	189.7	59.0	53.1
*Houston	615.8	604.7	17.7	23.1	2.9	3.8	598.1	581.6	513.6	498.0	98.3	95.6
*San Antonio	230.6	227.0	9.7	10.9	4.2	4.8	220.9	216.1	189.3	184.7	24.3	24.2
Utah												
*Salt Lake City	197.3	193.5	6.6	5.6	3.3	2.9	190.7	187.9	159.8	162.5	28.1	30.3
Virginia												
Newport News-Hampton	93.2	90.0	1.7	1.8	1.8	2.0	91.5	88.2	81.1	77.6	26.6	24.8
**Norfolk-Portsmouth	193.7	192.7	4.5	4.4	2.3	2.3	189.2	188.3	163.5	162.1	17.9	17.2
**Richmond	219.8	213.5	4.3	4.1	2.0	1.9	215.5	209.4	190.6	184.4	47.1	45.4
**Roanoke	75.6	74.3	1.9	1.8	2.5	2.4	73.7	72.5	64.7	63.5	15.5	15.2
Washington												
*Seattle	488.8	502.5	27.6	31.6	5.6	6.3	461.2	470.9	398.8	406.8	112.3	120.1
*Spokane	94.7	96.7	4.3	4.5	4.5	4.7	90.4	92.2	74.4	76.5	12.7	12.7
*Tacoma	106.9	107.5	5.2	6.0	4.9	5.6	101.7	101.5	83.9	82.7	17.9	17.9
West Virginia												
*Charleston	90.7	91.0	5.2	5.2	5.7	5.7	85.5	85.8	76.0	76.0	21.8	22.3
*Huntington-Ashland	90.5	89.0	4.8	5.9	5.3	6.6	85.7	83.1	73.5	70.4	25.4	24.8
*Wheeling	66.0	66.0	2.8	4.8	4.2	7.3	63.2	61.2	53.3	50.8	16.7	16.3
Wisconsin												
*Kenosha	41.4	42.5	1.1	1.2	2.6	2.8	40.3	41.3	36.3	37.1	20.5	21.5
*Madison	108.1	104.2	1.9	2.0	1.8	1.9	106.2	102.2	91.3	86.9	14.6	13.4
*Milwaukee	539.9	531.0	13.5	16.3	2.5	3.1	526.4	514.7	483.6	472.0	197.6	194.5
*Racine	56.2	55.0	1.3	1.6	2.3	2.8	54.9	53.4	48.4	46.9	23.6	22.5

NOTES:

* Nonagricultural wage and salary employment statistics for these areas have been developed entirely or in part under the current employment statistics program operated jointly by State employment security agencies, the Bureau of Employment Security, and the Bureau of Labor Statistics.

** Nonagricultural wage and salary employment statistics for these areas have been developed entirely or in part under the BLS employment statistics program jointly with an agency other than the State employment security agency.

P/ Data for Sept. 1964 preliminary.

1/ Unemployment Rate--Unemployment as a percent of work force. Unemployment rates shown are not seasonally adjusted.

2/ Includes persons involved in labor-management disputes.

3/ Change of area definition.

INA Information not available.

Table 5.--Status of MDTA Institutional and ARA Training Programs Through October 1964 1/

State	MDTA Institutional Program				ARA Program 2/			
	Approved Projects		Approved Trainees		Approved Projects		Approved Trainees	
	Oct. 1964	Cumulative	Oct. 1964	Cumulative	Oct. 1964	Cumulative	Oct. 1964	Cumulative
TOTAL	324	4,407	16,039	235,892	31	845	777	38,177
Alabama	1	36	40	6,294	-	12	-	1,084
Alaska	-	15	-	1,698	-	8	-	225
Arizona	1	31	40	1,899	-	4	-	215
Arkansas	2	59	67	1,520	-	30	-	1,140
California	36	346	2,130	20,916	-	2	-	84
Colorado	-	52	-	2,067	-	6	-	116
Connecticut	20	128	1,841	9,925	-	13	-	1,097
Delaware	-	8	-	491	-	-	-	-
Dist. of Columbia	-	31	-	2,260	-	-	-	-
Florida	-	83	-	5,372	-	2	-	107
Georgia	-	34	-	3,557	-	5	-	493
Hawaii	2	18	76	697	-	6	-	137
Idaho	1	23	1	432	-	5	-	137
Illinois	13	194	576	15,222	-	27	-	1,592
Indiana	3	88	292	4,740	-	5	-	522
Iowa	7	62	291	2,141	-	2	-	60
Kansas	8	61	190	1,972	-	4	-	58
Kentucky	5	160	199	7,489	4	51	70	1,559
Louisiana	2	2	60	60	-	1	-	30
Maine	2	69	100	4,002	1	25	30	789
Maryland	3	31	80	2,273	-	9	-	511
Massachusetts	13	197	722	7,942	2	28	55	738
Michigan	13	223	582	10,510	2	71	105	4,730
Minnesota	2	67	100	5,716	-	11	-	1,237
Mississippi	-	5	-	2,205	-	-	-	-
Missouri	26	167	1,480	7,714	-	8	-	490
Montana	4	46	15	914	-	19	-	707
Nebraska	8	45	488	2,546	-	-	-	-
Nevada	3	41	79	1,922	-	5	-	265
New Hampshire	7	40	172	1,734	-	-	-	-
New Jersey	10	158	383	5,422	-	29	-	1,756
New Mexico	-	31	-	1,135	-	20	-	982
New York	24	252	1,705	20,246	-	4	-	280
North Carolina	12	86	221	2,296	14	62	260	1,407
North Dakota	2	49	65	774	1	17	10	357
Ohio	15	219	602	9,188	3	38	155	1,197
Oklahoma	-	50	-	5,162	-	48	-	2,283
Oregon	2	53	540	3,019	-	2	-	85
Pennsylvania	14	239	609	10,490	1	57	40	3,199
Puerto Rico	21	224	546	5,522	-	10	-	590
Rhode Island	-	33	-	775	-	13	-	1,108
South Carolina	-	19	-	5,496	-	4	-	407
South Dakota	2	19	62	388	-	13	-	328
Tennessee	6	97	349	4,495	1	33	20	1,031
Texas	-	152	-	6,007	2	31	31	610
Utah	2	37	40	1,021	-	-	-	-
Vermont	3	32	72	863	-	3	-	70
Virginia	13	71	735	4,083	-	1	-	96
Virgin Islands	-	27	-	499	-	-	-	-
Washington	5	62	115	4,655	-	9	-	350
West Virginia	3	38	87	3,704	-	48	-	2,949
Wisconsin	6	85	280	4,147	-	41	-	925
Wyoming	2	12	7	275	-	2	-	24
American Samoa	-	-	-	-	-	1	-	20

1/ Monthly data increase unless otherwise noted.
2/ Includes institutional and on-the-job projects.

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Veterans Day 1964*

I purposely direct my next remarks to those of you who are more or less closely involved in the employment of disabled veterans. However, I cannot emphasize too strongly that all of us, whether government or civilian, employers or employees, share the Nation's load of responsibility to the handicapped veteran.

Today's veterans already have two strikes on them—age and disability. The average age of World War II veterans has already passed 46. Two out of every five men in the 56 to 64 age group are veterans.

Since even veterans of World War II are over industry's usual hiring cutoff age of 45, it appears there is no such thing as a nondisabled veteran when they are out in the street hunting for a new job.

Where does long-term unemployment—the most disheartening kind—hit the hardest? It hits squarely at many veterans disadvantaged by age or physical or emotional handicap. Disabled veterans have real cause for fearing the technological revolution now taking place in industry. The march of automation and the dislocation of people are making obsolete the very skills these men learned under the GI Bill.

They find themselves victims of technological unemployment because of the closing of military or industrial installations or relocations or mergers.

The public Employment Service offices have been most effective in serving the disabled veteran and the handicapped, and each year they have been placing nearly a third of a million handicapped men and women in employment.

Their counseling services have given thousands of disabled veterans a deeper insight into their own strength and weaknesses, have helped them plan careers best suited to their abilities and talents, have helped them arrange for training needed to develop their qualifications for work.

There are many fine men and women in the local employment offices who work with disabled veterans. But there are not nearly enough to continue the high quality of service to the disabled veteran and to extend this service to all.

Out in the States, the press of the many new programs in the local employment offices is making more and more inroads on the time of the local counselors and veterans employment representatives. But the job needs of disabled veterans are calling for more time—not less.

Let us see what it took to place just *one* veteran.

He was a Korean veteran trained by the VA in cabinetmaking. Discouraged by continued lack of success in obtaining work, he became depressed and fearful. When the local veterans employment representative found an opening for him, he failed to report for work. The veterans employment representative contacted the VA and his treatment there was intensified to prepare him better for that initial interview that was frightening him. He was finally referred to a cabinetmaker and hired. Today, he is still working there to the satisfaction of the employer.

How much time did this one placement take? How many phone calls were involved? How many interviews went into making this one placement? Who cares—who should even want to raise the question? But these are the kinds of tough placements we need to solve and the solution is going to demand first and foremost a great amount of time—much more than some of us have been willing to admit.

Many of you have had long years in placement and counseling of the disabled. . . . There is {need for} more trained counselors and interviewers, and more uninterrupted time to deal with difficult job problems confronting the veteran.

All agencies share the legal and moral responsibility to these veterans, but we will continue to look first to the Veterans Employment Service staff who have been the shock troops in this work since the earliest days of the Wagner-Peyser Act.

**Excerpts from remarks of Harold Russell, Chairman, President's Committee on Employment of the Handicapped, November 10, 1964—Veterans Day ceremonies, Departmental Auditorium, Washington, D.C.*

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